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ABSTRACT

This report takes stock of key changes in the world today and their implications for education (Chapter 1), reiterates the vision for education in the new millennium (Chapter 2), takes stock of progress so far and the gaps that remain (Chapter 3), describes the rich group of partners in the educational endeavor (Chapter 4) and how the Bank's role has evolved (Chapter 5). This all sets the context for the strategy that is now guiding activities and setting priorities in the education sector. Chapter 6 describes the Bank's global priorities and programs to help countries progress toward the international education goals and improve the quality of teaching and learning. Chapter 7 describes the processes and operating principles that will help Bank staff contribute more effectively to better educational outcomes in each client country and to monitor success in implementing this strategy. Chapter titles include: (1) "The Context: Education in a Changing World"; (2) "The Vision: Quality Education for All"; (3) Education Today: Progress Achieved, Progress Needed"; (4) "Partnering: A World of Opportunities"; (5) "The Bank's Role Thus Far: Learning by Doing"; (6) "Moving Forward: What the Bank Will Do"; and (7) "Moving Forward: How the Bank Will Do It." (Author/LB)

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EDUCATION

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EDUCATION SECTOR STRATEGY

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THE VISION: QUALITY EDUCATION FOR ALL

**Give people a handout or a tool, and they will live a little better.
Give them an education, and they will change the world.**

Immense progress has been achieved in education in the last 50 years. Immense challenges still remain. The main success has been in access, but too many people — especially girls and women — are still excluded, at all levels of education. Too many more are enrolled but learning little. The result is that far too many people in developing countries do not have the foundation skills required to survive — let alone the advanced skills needed to thrive — in our complex, competitive world. The challenges are to improve the quality of teaching and the relevance of learning, and to offer everyone — including the hardest to reach — a good education. The long-term measure of success for developing countries will be the degree to which a system and culture of lifelong learning have been established.

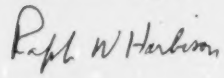
"All agree that the single most important key to development and to poverty alleviation is education. This must start with universal primary education for girls and boys equally, as well as an open and competitive system of secondary and tertiary education. Construction of schools, modern curricula geared to the new technological age, and the real needs of the emerging local market, and effective teacher training and supervision all contribute to successful educational programs. Adult education, literacy and lifelong learning must be combined with the fundamental recognition that education of women and girls is central to the process of development. A government must also be careful to learn lessons of practice and history from indigenous peoples and communities, so that education is not imposed from afar but benefits from relevant local, communal experience. Finally, preschool education must be given its full weight in programs. This can be a key to the development of a child, the level of education reached, and thus the eventual achievement." From *A Proposal for a Comprehensive Development Framework*, James D. Wolfensohn, World Bank President, January 1999

Education is a cornerstone of the World Bank Group's overall mission of helping countries fight poverty with passion and professionalism to achieve lasting results. The mission we have set ourselves in education — to assist clients to identify and implement **their** next strategic steps in order to provide access for all to quality education — requires us to combine a number of different approaches and to resolve the tensions that may arise in doing so. First, we have to listen closely to our clients: what goals have they set for themselves? How have they analyzed their own situation? What variations exist across different constituencies? Second, we have to bring our global knowledge to bear on the particular issues each of our clients face: what kinds of interventions have worked well, and in what settings? How best to use and adapt this experience to fit local needs and circumstances? Third, we must consider our comparative advantage and select areas to support where we are likely to help make the greatest impact: which partners can best provide what assistance? What education and development outcomes can be expected from our actions? And fourth, in light of both our clients' aspirations and our own knowledge, we must undertake our own analyses — pedagogical, organi-

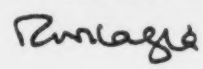
zational, financial, economic, cultural and political — and determine what role the Bank can best play to achieve shared goals.

Client priorities may be at odds with judgments by Bank staff as to what actions are likely to contribute best to education outcomes and poverty reduction. Such tensions—between a "bottom-up" client focus and the "top-down" application of global knowledge — provide the basis for the policy dialogue, and are as relevant to education as to any sector. Effectively addressing these tensions requires openness, intelligence, and integrating qualities that we will continue to value in all our staff. It also requires a recognition that the successful resolution of these tensions lies not in "either-or" solutions but in "both-and" ones. *Both* the Bank *and* the client must buy into the operations that we work on together.

Ralph Harbison
Sector Director, Education
South Asia Region

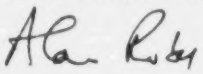


Ruth Kagia
Sector Manager, Human Development
Sub-Saharan Africa Region

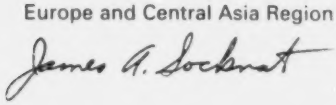


Marlaine Lockheed
Sector Leader, Education
Middle East and North Africa Region

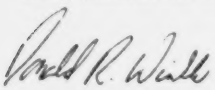
Alan Ruby
Sector Manager, Human Development
East Asia and the Pacific Region



James Socknat
Sector Leader, Education
Europe and Central Asia Region

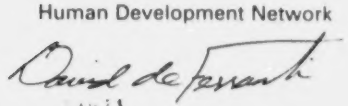


Donald Winkler
Lead Specialist, Education
Latin America and the Caribbean Region



Maris O'Rourke
Education Sector Board Chair
Director, Education

David de Ferranti
Human Development Council Chair
Vice-President and Head of
Human Development Network



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This Sector Strategy document was prepared by a team of technical specialists from the Education Sector of the Human Development Network of the World Bank, under the guidance of the Education Sector Board. The process also involved other managers and staff in the World Bank Group.

The work was led by Jeffrey Waite (Project Manager), Maris O'Rourke (Director, Education), and David de Ferranti (Human Development Network Head and Vice-President). Other major contributors were Joy de Beyer, Frances Kemmerer, Quentin Thompson, Jacques van der Gaag and Douglas Windham. The report benefitted from consultation with the External Advisory Panel, chaired by Jozef Ritzen and Paulo Renato Souza, with many members of the Education Network, and with a number of external agencies. Anja Robakowski-Van Stralen — with assistance from Vivian Jackson, Dena Ringold, Nandita Tannan and Lianqin Wang — prepared the statistical annexes and took care of document processing.

The report drew on the strategies that had been or were being prepared by each of the Bank's six regional education teams and by the IFC's education team. Principally responsible for these strategies were Jacob van Lutsenburg Maas (IFC), Adriaan Verspoor (AFR), Christopher Thomas (EAP), Sue Ellen Berryman (ECA), Donald Winkler (LCR), Marlaine Lockheed (MNA), and Regina Bendokat (SAR).

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ABSTRACT

This report takes stock of key changes in the world today and their implications for education (Chapter 1), reiterates the vision for education in the new millennium (Chapter 2), takes stock of progress so far and the gaps that remain (Chapter 3), describes the rich group of partners in the educational endeavor (Chapter 4) and how the Bank's role has evolved (Chapter 5). This all sets the context for the strategy that is now guiding activities and setting priorities in the education sector. Chapter 6 describes the Bank's global priorities and programs to help countries progress toward the international education goals and improve the quality of teaching and learning. Chapter 7 describes the processes and operating principles that will help Bank staff contribute more effectively to better educational outcomes in each client country and to monitor success in implementing this strategy.

EXECUTIVE SUMMARY

Education affects how well individuals, communities and nations fare. It helps improve living standards and enhance the quality of life, and can provide essential opportunities for all. Many of the world's states, through international conventions and commitments, have recognized education as a human right. In a rapidly changing world, education has become more important than ever before. Faced with increasing globalization, the rapid spread of democracy, technological innovation, the emergence of new market economies, and changing public/private roles, countries need more highly educated and skilled populations, and individuals need more skills and information to compete and thrive.

The stakes are high. The choices countries make now will have long-term ramifications. Those who respond astutely will make progress, those who do not risk falling far behind. Disparities in education are already huge — many countries are still struggling to provide basic books, blackboards and buildings, while a few are rapidly adopting new information and education technologies. Without vigorous efforts, global and national gaps in education, opportunities and outcomes could widen much more.

For the World Bank — whose mandate is to work with partners to fight poverty and improve the quality of life — education is central to the development agenda. Education is a crucial part of a Comprehensive Development Framework that recognizes that sustainable development requires many social and structural elements in addition to strong economic performance.

The long-term goal in education is nothing less than to ensure **everyone** completes a **basic education** of adequate **quality**, acquires **foundation skills** — literacy, numeracy, reasoning and social skills such as teamwork — and has further opportunities to learn **advanced skills** throughout life, in a range of post-basic education settings.[1] Specific international targets have been agreed for universal primary education, adult literacy and gender parity in basic education within the Education For All (EFA) initiative and the OECD's Development Assistance Committee (DAC) goals. The Bank is committed to working towards these targets and has developed a set of special programs in response. The targets will not all be attained in all countries even a decade from now. But to aim for less would be to aim too low. Progress towards what have become known as the "DAC indicators" will be monitored each year in the *World Development Indicators* report (www.worldbank.org/data/wdi).

Much **progress** has been made in enrollment in developing countries. The proportion of people participating, from early childhood to tertiary, has risen significantly. Three quarters of all children in developing countries now attend school, compared to just half 30 years ago. The percentage of illiterate adults has improved from 39 percent in 1985 to 30 percent in 1995. But much more progress is needed.

Serious **challenges** remain. Access has faltered or declined in some countries, notably in Sub-Saharan Africa, where enrollment increases have not kept pace with population growth. Inequities persist and certain groups — especially females, minorities and the poor — are disproportionately excluded. Drop-out rates are high in many regions, with only two thirds of children who start school staying to the fifth grade. Many children in school receive teaching of low quality, based on an outmoded and inappropriate curriculum. The result is poor achievement scores and unemployed graduates with the wrong skills. Education institutions are often ill-equipped to deal with the many problems they face and to meet the challenges that lie ahead.

There are enormous disparities in education across and within countries. So there is no simple prescription for what countries can do to progress towards the long-term goals of universal access to a good quality basic education and the opportunity to acquire advanced skills. But whatever the education situation and needs in a country, access to **quality** teaching and learning must be a pre-eminent concern. There is little point in expanding access unless there is reasonable quality. If people are not gaining the knowledge, skills and values they need, resources invested in teaching and learning are wasted. There must be, in policy and actions, an unrelenting concentration on learning. Quality is the key to achieving the

imperative for the new millennium — an educated, skilled population who can operate in democratic societies and meet changing labor market needs. Good quality education requires efficient systems that provide supportive learning environments, motivated staff with mastery of their subject matter, adequate access to resources, and students who are healthy and ready to learn. Attention to quality and effective institutions is not new, but making quality the preeminent concern of the education strategy is.

Renewed progress in education clearly requires strong, productive **partnerships**. The job is too large for any one institution or agency alone, and too important for a single perspective to hold sway. Governments, NGOs and local stakeholders, with the support of bilateral and multilateral development agencies, will have to work closely together in a prolonged effort to ensure each country's objectives for education are met, and to build public and educator understanding of the need for educational change. Many others have important roles to play too, including students, parents, families, communities, teachers groups, foundations and private firms. Local partners, in particular, have the knowledge and the understanding of values, culture and traditions that are an essential feature of sustainable development.

The Bank wishes to use its **comparative advantage** where the pay-off is greatest, taking into consideration government actions and other partners' activities, the relative strengths of all involved, and the particular challenges to be met. The Bank's comparative advantage lies in its ability to bring together a wide range of stakeholders, offer access to finance, provide objective advice, employ a multi-sectoral approach, sustain a long-term commitment, and share knowledge drawn from around the world.

The Bank can also draw upon 35 years of experience in education, resulting in almost 600 projects in 115 countries totaling US$26 billion. The active portfolio stands at US$14 billion spread across 187 projects in 87 countries, and new lending runs between US$1 and US$3 billion a year. In early projects, the emphasis was on building school infrastructure. As more experience was gained, the focus shifted to getting students into the buildings. But the problems of inadequate and inequitable access, poor quality teaching, poor learning achievement and inadequate institutional capacity remained — and became more apparent and better understood. This led to an analysis of the factors that influence effectiveness, and a new emphasis on teaching quality and learning achievement. A coinciding period of tightened fiscal constraints heightened concern for using resources more effectively and equitably, and for building the institutional capacity required to implement and sustain change for the better. In short, the focus is now not on just buildings and not on just getting students into the buildings, but on **improving** their **learning outcomes** wherever they are.

These changes in emphasis and the Bank's commitment to the international education goals are reflected in the **increased size, scope and diversity of the portfolio**. The most dramatic shift has been from "hardware" (civil works and equipment fell from almost 100% in the 1960s to 45% in the late 1990s) to "software" (training, technical assistance, books and system reforms). There has also been a shift from a narrow project approach to a broad sectoral one, a change in regional distribution, more lending for primary, and an increase in self-evaluation — all salutary. The recent decrease in research and analytic sector work is worrying. Ways are being sought to counter "crowding out" of research and analysis, through building partnerships and drawing upon other funding sources, building research and evaluation into projects, and focusing on operational relevance for new research topics.

THE STRATEGY: PRIORITIES, SPECIFIC ACTIVITIES AND PERFORMANCE INDICATORS

The World Bank will treat education **comprehensively** and work **selectively** across all areas of education depending on each country's priorities. There can be no simple single prescription about what needs to be done in all countries, given the huge differences in education and development needs. However, four global strategic priorities emerge from the Bank's commitment to the international education goals and from the consensus that there must be an unrelenting focus on the quality of teaching and learning. The plan at the end of this summary lists specific activities in these priority areas and performance indicators against which to measure progress. The final column shows the outcome indicators that the programs and activities are designed to help achieve, but which are determined by many actors and factors beyond the control of the Bank. (This plan appears in the main text as Tables 3 and 4. Table 3 and Chapter 6 cover the four global priorities. Table 4 and Chapter 7 summarize the operating principles and corresponding performance targets that will guide staff as they work with clients in each country.)

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GLOBAL PRIORITIES

Reaching for international goals

Basic education. Special global programs in basic education aim to move faster toward the international education targets as means to more productive economies, more cohesive societies, more effective participation in collective affairs, and ultimately, healthier and happier populations. Basic education for girls: In 15 of the Bank's client countries with exceptionally large gaps between girls' and boys' primary enrollment rates, activities and analyses will try to narrow the gender gap by improving girls' enrollment, attainment and achievement. The activities include: providing incentives for girls' attendance (e.g. scholarships, school meals, basic health care, provision of textbooks), increasing access to close and safe schools with adequate facilities, improving the quality and relevance of education, accommodating socio-cultural values and educating parents and communities about the benefits of girls' education, establishing supportive national policies that target girls, and pursuing sound economic policies that do not create disincentives to women's employment. Basic education for the poorest: Sixteen of the sub-Saharan African countries in which education attainment is well below the level required historically to achieve sustainable economic growth and poverty reduction have been targeted. Bolder policies and more innovative activities will be pursued to accelerate primary enrollments in these countries.

Improving the quality of teaching and learning

The strategy singles out three other areas as global priorities, where experience and research show that interventions are likely to have a big impact on the quality of teaching and learning.

Early interventions. Early child development (ECD): Evidence is accumulating that mental and physical development in children's earliest years affect learning readiness, academic achievement, dropout rates, and labor force productivity. The goal is to increase the number of ECD programs from 8 to 14 and to make sure that the poor benefit from these initiatives (www.worldbank.org/children). School health: Together with numerous partners, the Bank has an International School Health Initiative to promote and help design and implement simple, cost-effective school-based health services such as deworming, micronutrient (e.g. iron) supplements, and promoting healthy lifestyles. The impact is highly progressive, benefiting especially girls, the poor and the malnourished. The goal is to help launch activities in 19 countries in Africa and 8 countries in Latin America, so as to improve children's health, school attendance and ability to learn and thus school achievement — with the potential for longer-term benefits in adult health status and productivity.

Innovative delivery: distance education, open learning and the use of new technologies. Existing and new technological possibilities (distance education using print and radio, TV, and the Internet) can reduce costs, increase access, expand the range and quality of education and training options, open up new worlds in classrooms and communities, and make real the promises of lifelong learning. The goals are to: develop a strategy for the use of educational technology in African countries; develop African expertise in educational technology and distance education through fellowships; use a survey and case studies to distill the lessons of experience in educational technology and distance education from Asia; and establish Internet sites through which to share knowledge among countries that use technology to train teachers (www.worldbank.org/depweb, www.globaldistancelearning.com, and www.worldbank.org/worldlinks).

Selected areas of system reform. Standards, curriculum and achievement assessment: Reliable statistics (including indicators of student learning achievement) are essential for measuring improvements in the quality of teaching and learning. It is important for the Bank to continue to provide technical and financial support to UNESCO's new Institute of Statistics, as well as to encourage developing countries to (1) establish standards for what students should know and be able to do at various stages of the education system, (2) participate in international evaluations of educational achievement, and (3) develop good national assessment systems. Governance and decentralization: Virtually all of the Bank's client countries are tackling education reforms that often involve decentralizing management and accountability for results. The Bank plans (with many partners and leading academic institutions) to develop a training course for policymakers and international agency staff on what works and what doesn't and how to implement education reforms in politically sustainable ways. To further support

clients' education system reforms, the Bank will make available former education ministers and other high-level officials with experience in implementing education reforms, detailed case studies of successful country experience, a website featuring global research on education reform, tools for assessing political readiness and institutional capacity for reform in education and assistance to task teams in identifying reform implementation challenges and strategies for overcoming them.
Providers and financiers outside of government: It is part of many governments' strategy to expand education supply — especially of secondary and tertiary places and technical and vocational training — by encouraging investment by not-for-profit groups and entrepreneurs. To facilitate this, the Bank (including the IFC) is developing a partnership that will create an Internet information exchange highlighting investment opportunities in education in client countries (www.worldbank.org/edinvest).

COUNTRY PRIORITIES

These global priority areas are not all the highest priorities for all regions and all countries. Given the great diversity in education accomplishments, challenges and constraints across and within client countries, this strategy does not issue prescriptive dictates to staff about what to do in all countries (such as "invest in primary education"). Instead, the strategy commits staff to work with clients in each country to help them to identify and take their next **strategic steps** to provide access for all to quality education, making wise and fair use of resources, and building the institutional capacity that is critical to sustainable development.

The strategy includes guidelines and principles to help education staff to implement it well (Chapter 7) country by country. The agreed **operating principles are:**

- focus on the client — listen and learn, taking into account the cultural context;
- analyze comprehensively, act selectively;
- use knowledge well;
- concentrate on development impact;
- work with others in productive partnerships.

A range of tools, techniques and instruments are available to help staff apply these principles. For example, to analyze comprehensively and act selectively, it helps to consider the **potential impact** of proposed actions in a particular country. Actions in countries with very large populations can potentially benefit very large numbers of people, and may have lower unit costs per dollar lent than small loans to less populous countries. But the poor and excluded do not all live in the largest countries and small countries may provide unique opportunities for implementing holistic reforms that can have useful demonstration effects for others. Furthermore, when the education portfolio is heavily concentrated in a few large countries, a decision by any one of the major borrowers not to borrow would require the Bank to be prepared to reallocate the freed-up resources in accordance with its broad priorities. For non-borrowing clients, the question of whether to charge for technical assistance will need to be resolved at high levels of Bank management, but the answer affects the decisions the Education sector makes about staff recruitment and deployment.

The potential impact of actions in countries will also be determined by how much room there is to improve, and how much room there is to maneuver, i.e. whether the political and other conditions are likely to promote or impede the proposed activity, both in the government and in communities at large. Where there is both room to improve and room to maneuver, staff should move boldly ahead. But staff risk wasting scarce time and resources if they pursue efforts when there is little room to improve and poor prospects of success, especially if government does not fully support the initiative. Earlier it was noted that the global priorities identified in this strategy will not all apply in all countries. A set of questions (Box 11) help staff as they discuss priorities with governments and other stakeholders and partners in each country to consider whether the global areas of special emphasis ought to be high on that particular country's education agenda. The success of this strategic approach will be judged by whether country education action plans are selective, focus clearly on results, show evidence of sound analysis and make appropriate choices among the expanding range of lending instruments and increasingly flexible ways of assisting in the education sector — including through the Heavily Indebted Poor Countries (HIPC) initiative and the pilots efforts to operationalize the Comprehensive Development Framework.

Critical to successful outcomes in education will be the **people** in the Bank, the processes they use and the way they use them. People with solid professional expertise and who can interact in ways that convey openness, support and service are essential. Key staffing challenges for the years ahead will be to strengthen the skills mix, enhance staff training and improve staff deployment (especially in the field). Staff training is targeting the acquisition of the skills, values, attitudes and behaviors that underlie effective interaction between Bank staff, clients and partners.

Another important strategic goal is to continue to build the Education Knowledge Management System, helping strengthen the Bank's role as a **knowledge** institution, able to generate, synthesize, disseminate and share global knowledge to get local results and provide high quality advice to clients. Three new external websites will be launched each year and the quality and usefulness of the advisory service and education database will be monitored and ensured.

COUNTRY, REGION AND GLOBAL: THREE LEVELS OF THE STRATEGY

The overall Bank strategy comprises the global priorities and processes described in this report, the 120 country action plans that operationalize the strategy and the six regional sector strategies which are the bridge between the global strategic considerations and the country specific action plans. Each of the regional strategies promotes and reflects extensive and on-going dialogue, both inside and outside the Bank.

There is significant overlap between the global priorities and the priorities set in the **six regional strategies**, although, as might be expected, there are clear differences among the regional strategies. In Latin America and the Caribbean (LCR), for example, the Bank has identified the following priorities: improving the teaching and learning process; including the excluded; meeting the needs of youth; reforming organization management; using technology to improve education; and reforming higher education. In the Middle East and North Africa (MNA) region, the priority development objectives are: to emphasize "learning to learn" and reach internationally competitive performance standards; to improve system effectiveness in building human capital and social cohesion; to ensure universal completion of compulsory education of good quality; to increase country-level information on education and the effects of reform; and to maintain a sustainable financial foundation for education.

Scrutiny of the **country action plans** will show activities in the four global priority areas in many of the Bank's client countries (Annex 6). However, the 120 country plans include many other activities, so the global priority program activities are only a fraction of the full agenda of the education sector in the Bank.

In developing this strategy, careful thought has been given to **lessons learned**: why have some efforts in education fallen short of their objectives, and others succeeded? Key errors of the past are noted: failing to place enough emphasis on the quality of teaching and on learning outcomes; designing overly complex projects that make unrealistic demands on clients' institutional capacity; focusing too narrowly — on a single sub-sector in isolation from the rest of the education system, or on expanding physical infrastructure without adequate concern for the activities and policies that determine learning outcomes.

This strategy learns from shortfalls and builds on successes. It reinforces many trends already under way: making the quality of teaching and learning the preeminent concern rather than being satisfied with increased enrollments; analyzing the education system as a complex whole, and then being selective about where to focus efforts; and monitoring progress based on results rather than inputs. This, together with the strengthened insistence that the particular circumstances of each country demand carefully tailored solutions, and the realization that progress towards the education goals requires purposeful partnerships — will help the Bank avoid past pitfalls, improve performance and outcomes in education, and better serve clients.

The ultimate success of this strategy will need to be judged **country by country**: Is there a clear and coherent education plan? Is implementation of the plan on track, and are specified performance targets being met? Are the planned activities resulting in gains in access and learning outcomes? The work of the Bank can affect the answers to these questions significantly. But the most important actors and decision makers are the key education stakeholders and government staff in client countries. Progress in education is in their hands and depends in large part on local traditions and culture. The role of the Bank is to support and help strengthen their hands, where values and priorities converge.

The Bank's education staff are fully committed to **implementing** this sector strategy, with the wider endorsement of other managers and of the shareholders. There is no time to lose.

"Post-basic education" includes upper general secondary, technical and professional training, community-based adult education and higher education.

ABBREVIATIONS & ACRONYMS

ADEA	Association for the Development of Education in Africa
AED	Academy for Educational Development
AFR	Africa Region (World Bank)
APL	Adaptable Program Loan
AVU	African Virtual University
CAP	Country Action Plan
CAS	Country Assistance Strategy
CCF	Christian Children's Fund
CPRE	Consortium on Policy Research in Education
DAC	Development Assistance Committee (OECD)
DEC	Development Economics Department (World Bank)
DECDG	Development Economics Data Group (World Bank)
DFID	UK Department for International Development
EAP	East Asia and Pacific Region (World Bank)
ECA	Europe and Central Asia Region (World Bank)
ECD	Early child development
EdStats	Education Statistics Database (World Bank)
EFA	Education for All
EKMS	Education Knowledge Management System
ESW	Economic and sector work
FAWE	Federation of African Women in Education
GER	Gross Enrollment Rate
GNP	Gross National Product
HDN	Human Development Network (World Bank)
HIPC	Highly Indebted Poor Countries (IMF/World Bank)
HNP	Health, Nutrition and Population Sector (World Bank)
IBRD	International Bank for Reconstruction and Development
IDA	International Development Association
IDB	Inter-American Development Bank
IEA	International Association for the Evaluation of Educational Achievement
IFC	International Finance Corporation
IIEP	International Institute of Education Planning
ISG	Information Solutions Group (World Bank)
LCR	Latin America and Caribbean Region (World Bank)
LIL	Learning and Innovation Loan
MNA	Middle East and North Africa Region (World Bank)
NER	Net Enrollment Rate
NGO	Non-governmental organization
OECD	Organization for Economic Cooperation and Development
OED	Operations Evaluations Department (World Bank)
PAHO	Pan-American Health Organization
QAG	Quality Assurance Group (World Bank)
SAL	Structural Adjustment Loan
SAR	South Asia Region (World Bank)
SSA	Sub-Saharan Africa
SSER	Social Sector Expenditure Review
STC	Save the Children
TF	Trust Fund
TIMSS-R	Third International Mathematics and Science Study Repeat
UN	United Nations
UNAIDS	United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNSIA	United Nations Special Initiative for Africa
USAID	United States Agency for International Development
WBI	World Bank Institute (formerly EDI and LLC)
WEI	World Education Indicators
WHO	World Health Organization

IMPLEMENTATION PLAN

Policy Directions	Specific Actions	Performance Indicators	Partners	Outcome Indicators
		PRIORITY AREAS		
Basic Education ■ for the poorest	Focus efforts in priority countries in AFR through UNSIA program	Activities under way in 16 target countries	UNESCO, Norwegian Trust Fund	EFA/DAC goals for basic education met in target countries
■ for girls	Focus efforts in 31 target countries having largest gender disparities in basic education enrollment	Activities under way in the 31 target countries	UNICEF, DFID, Rockefeller	Movement towards EFA/DAC goals for girls in 31 target countries
Early Interventions ■ early child development	Develop ECD programs in priority countries	Number of free-standing programs increased from 8 to 14	HNP, IDB, UNESCO, UNICEF, PAHO, bilaterals, NGOs	Intake improved into primary education in target countries
■ school health programs	Focus efforts in priority countries in AFR and LCR through the International School Health Program	Activities engaged in 19 countries in AFR, and 8 countries in LCR	HNP, WHO, UNESCO, PAHO, UNICEF, UNAIDS, bilaterals, NGOs	Learning improved in target countries
Innovative Delivery: distance education, open learning & the use of new technologies	Develop an education technology strategy for AFR and undertake a survey in EAP	Strategy and survey completed	AFR, EAP	Worldwide knowledge of distance education enhanced
	Improve information sharing with educators in client countries	Four (4) scholarships offered to African education	AFR	
	Enable exchange of knowledge about distance learning amongst client countries	Six (6) external Global Distance EducatioNet sites operational	Open universities in Canada, HK/China, Costa Rica, Indonesia, South Africa, Spain, and UK	
Systemic Reform ■ standards, curriculum & assessment	Support efforts to increase internationally comparative information on education access and achievement	On-going Bank membership of UNESCO Institute of Statistics body and Bank dialogue with clients about participation in international studies	UNESCO, IEA, OECD, UNICEF, UNDP, UNFPA (TIMSS-R, WEI, EFA 2000 Assessment)	Education systems operating more efficiently and more equitably
	Increase knowledge of evaluation and examinations	Public exams database in FY00 (CD-ROM in FY01) Education performance indicators (FY00)		
	Establish worldwide network of science and technology educators	Launch website in FY00	U of Twente, U of Witwatersrand, UNESCO, US National Science Foundation	
■ governance and decentralization	Increase sharing of knowledge about tertiary education reform	Internet site in FY00 Contributors' network developed	OECD	
	Increase institutional capacity for education reform	Education reform training course developed for clients and staff	WBI, IIEP/UNESCO, OECD, CPRE	
■ providers and financiers outside of government	Link private investors to education institutions	Electronic exchange operational in FY00 & use evaluated in FY01	IFC, private companies	

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IMPLEMENTATION PLAN

Policy Directions	Specific Actions	Performance Indicators	Partners	Outcome Indicators
OPERATING PRINCIPLES				
Focus on the client	Promote staff participation in training in listening and negotiation skills	Annual staff training achieved	WBI	Client rating of Bank services improved
Analyze comprehensively, act selectively	Develop Country Action Plans	80% of Country Action Plans updated within last six (6) months to be selective and results-focussed	Country Teams	Bank resources more efficiently used to impact education access and achievement country by country
	Develop Regional Education Strategies	Six (6) strategies by FY00	Regional Management	
	Undertake Economic Sector Work and Social Sector Expenditure Review	■ 5 ESWs completed annually ■ CASs informed by SSER not more than 3 years old	DEC, Country Teams	
	Disseminate lessons from OED/QAG	First phase of pilot OED relational database operational for education in FY00	OED, QAG	
	Review use and effectiveness of new lending instruments	Experience of APLs and LILs distilled and disseminated	OED	
	Promote staff participation in training in the use of new lending instruments	Annual staff training achieved	WBI	
	Ensure strategic directions are included in CASs of priority countries	Annual review of CASs finds 80% satisfactory treatment of education	Country Teams	
Concentrate on development impact	Establish a set of robust development impact indicators for Bank	■ Development indicator set developed in FY00 ■ 80% of new projects use indicators within 2 years	DEC, QAG, OED	Bank interventions better targeted
Use knowledge well	Open access to clients and partners	External websites for 3 new themes each year (FY00, 01, 02)	Task teams, DECDG, OED, WBI, ISG	Knowledge about education used more effectively to improve access to and quality of education for all
	Conduct EKMS user survey	Survey completed annually	Task teams	
Work with others in productive partnerships	In Country Action Plans, include section outlining how the Bank will work with other players	100% of updated CAPs include section on partners and respective comparative advantage		Bank's comparative advantage maximized

CHAPTER one

THE CONTEXT: EDUCATION IN A CHANGING WORLD

As the new millennium approaches, education has become more important than ever before in influencing how well individuals, communities and nations fare. The world is undergoing changes that make it much more difficult to thrive without the skills and tools that a high quality education provides. Education will determine who has the keys to the treasures the world can furnish. This is particularly important for the poor, who have to rely on their human capital as the main, if not the only, means of escaping poverty. In this way, new challenges and opportunities arise for education.

The stakes are high. The choices that countries make today about education could lead to sharply divergent outcomes in the decades ahead. Countries that respond astutely should experience extraordinary progress in education, with major social and economic benefits, including "catch-up" gains for the poor and marginalized. Countries that fail to recognize and respond risk stagnating or even slipping backwards, widening social and economic gaps and sowing the seeds of unrest.

DRIVERS OF CHANGE

Among the major drivers of change are five key trends. First, *democratization* has spread rapidly in the last decade. Over a hundred countries now have democratically elected governments, almost twice as many as a decade ago. This change has often been accompanied by decentralization of decision-making. In Latin America, for example, with the exception of a few small countries, virtually all legislative and executive authorities are now elected in 13,000 units of local government.[1] Citizens are gaining an increasing voice through civil society organizations and community groups, local chambers of commerce, religious organizations, parents' associations, etc. If all this democratization is to survive and flourish, education will have a key contribution to make in helping citizenries develop the capabilities required to be well informed, understand difficult issues, make wise choices, and hold elected officials accountable for delivering on their promises.

Second, *market economies* now prevail in countries accounting for over 80 percent of the world's population, up from under 30 percent a decade ago. Where other (mainly centrally planned) systems used to provide fewer opportunities but more certainty, market systems now reward enterprise, risk-taking, skill, and agility, but offer less security and a constantly changing environment. Education is vital: those who can compete best (with literacy, numeracy, and more advanced skills) have an enormous advantage in this faster paced world economy over their less well prepared counterparts.

Third, *globalization* of markets and the factors that drive them — especially knowledge — is reinforcing these impacts. Global capital, moveable overnight from one part of the globe to another, is constantly seeking more favorable opportunities, including well-trained, productive, and attractively priced labor forces in market-friendly and politically stable business environments. Employers, seeing local markets more exposed to global competition, are requiring production processes that are much faster, ensure higher quality outputs more reliably, accommodate greater variety and continuous innovation, and cut costs relentlessly, as wafer-thin profit margins drive win-or-die outcomes. These pressures, in turn, are transforming the sorts of workers needed. Tomorrow's workers will need to be able to engage in lifelong education, learn new things quickly, perform more non-routine tasks and more complex problem solving, take more decisions, understand more about what they are working on, require less supervision, assume more responsibility, and — as vital tools to those ends — have better reading, quantitative, reasoning, and expository skills. Again, education will be center stage: failure to recognize the importance of invest-

ing in human capital and equipping workers for the challenges ahead will handicap them severely.

Fourth, *technological innovation* will likely have the most far-reaching implications of all. The new technological advances of the years ahead will facilitate some of the other developments — e.g., by providing people with virtually unlimited access to information. They are already resulting in a shift in the structure of economic activity that increases the importance of knowledge: in the hypercompetitive global market economy, knowledge is rapidly replacing raw materials and labor as the input most critical for survival and success. The revolution in information technology will provide unprecedented opportunities to change education itself (Box 1). New ways to expand access and improve quality — and fundamentally rethink what should be learned and how — will become widely available at affordable costs.

Fifth, *public/private roles* are also changing. Governments are becoming less the direct producers and providers of goods and services and more the facilitators and regulators of economic activity. Old stereotypes — of purely public agencies on the one hand and purely private for-profit firms on the other — are giving way to better understanding of the reality that there actually are a wide spectrum of players involved, including quasi-public institutions, non-governmental, not-for-profit groups, community-level organizations, and corporations with public commitments. In education, government still plays a leading role — and most likely always will — especially in the financing of primary and secondary education. But other entities also are involved and likely will become increasingly so in the decades ahead. For example, the private sector, through its training of workers, already provides a large part of the effective learning that

BOX 1

AFRICAN VIRTUAL UNIVERSITY

The African Virtual University (AVU) (website: www.avu.org) is a first-of-its-kind interactive-instructional telecommunications network established to serve the countries of sub-Saharan Africa (SSA). The objective of the AVU is to train world-class scientists, technicians, engineers, business managers, health care providers and other professionals needed to support economic and social development in Africa.

The AVU seeks to achieve its objectives by harnessing the power of interactive satellite and computer-based technologies, to share some of the highest quality academic faculty, library resources, and laboratory experiences available in the world. Using technologies that provide the flexibility and cost-effectiveness of a virtual academic infrastructure, the AVU will be in a position to produce large numbers of scientifically and technologically literate professionals and support them with lifelong learning opportunities. The AVU can thereby contribute to overcoming the existing barriers of declining budgets, too few faculty, outdated equipment, and limited space and facilities that prevent increased access to higher education for a significant majority of students in SSA. The increase in the number of scientifically and technologically literate professionals will, as a consequence, better position countries in SSA to be part of the global information age and the new knowledge economy.

The AVU is currently in its pilot phase, during which the virtual university concept is being implemented and tested in fourteen English-speaking universities across SSA. From an initial summer course at Kenyatta University in July 1997, the AVU has offered nine courses by satellite, in science and engineering, from seven universities in the US, Canada and Ireland to twelve universities in Africa. In addition to credit courses, the AVU is currently transmitting executive management, teacher training and other professional development seminars to the public and private sector at the AVU university sites. A digital library service was recently launched and made available to all currently participating universities. The AVU in anglophone countries is transitioning to the operational phase, offering full-fledged degrees in computer science, computer engineering and electrical engineering. L'Universite virtuelle africaine (the AVU network for francophone countries at website uva.ulb.ac.be) was launched in July 1998, when the first in a series of seminars was transmitted to four sites in Benin, Niger, Mauritania and Senegal. Ten more sites in francophone Africa joined early in 1999. Transmissions to lusophone Africa began in mid-1999.

many people retain, and this contribution may grow further as skill requirements increase and if firms find public schools inadequate. The supply of good quality textbooks and other learning materials on a sustained basis is more likely to be assured where a flourishing private sector publishing industry and distribution system exist. Television and other media, community initiatives, and non-governmental schools are among the many other possible growth areas. The vital question now is not whether other-than-government roles in education will expand — they will — but rather how these developments should be incorporated into countries' overall strategies. Partnerships will be crucial.

These five drivers of change — and possible other developments, some of which cannot be predicted yet — will have powerful ramifications. Some impacts will be strongly positive. For instance, the spread of knowledge and opportunities could lead to greater economic and social participation that benefits the poor and least advantaged as well as the better off — enriching standards of living for all. Other impacts could be damaging for some groups. In particular, unless timely measures are taken to ensure wide access to the improved possibilities, the gap between rich and poor could widen.

WORLDS APART

These changes add to the complications already faced by the many different "worlds" that live alongside one another.

One world is still struggling with fundamental education issues. This world is a daily reality for the two-thirds of the global population that live on less than three dollars a day. No books, the wrong books, teachers who desperately need more and better training to be able to deliver a modern curriculum, rote learning of irrelevant material, classes with over a hundred students, language barriers, dirt floors, no buildings — these are but a few of the problems. Child labor practices mean that poor parents face high opportunity costs in sending their daughters and sons to school. Some 145 million children in poor communities worldwide never get to go to school. Some 60 percent of them are girls.[1] Hundreds of millions of others get only a few years and retain little or nothing. Even many who complete basic education are illiterate.

This world includes countries emerging from conflict. These countries are amongst the poorest, their education systems the weakest, and their education spending some of the lowest around the world. In terms of access to education they have some of the greatest problems due to the lack of trained teachers, materials, destroyed buildings and fragmented or shifting communities. The aftermath of conflict is a social vacuum, which affords a brief window of opportunity in which to lay the foundations for constructive change. This is a window with high risks attached, for conflicts may be rekindled, investments lost, and wrong decisions taken. However the human and economic costs of not maximizing donor inputs to creatively construct new and forward looking societies may be even greater. In this light, plowing gains made from debt relief — through the Highly Indebted Poor Countries initiative, for example — back into education and health care becomes crucial.

Another world wants to maintain the status quo. Parents, teachers, administrators, textbook publishers, students — all can have reasons to prefer things to remain as they are, or to change only very gradually. Representative groups — from school boards to teachers' unions to local councils — tend to be more cautious than their members individually. Issues such as teachers' salaries and conditions can grind change to a halt. So can debates over curriculum content, especially when religious, ethnic or cultural questions are involved.

Yet another world that includes only a fortunate few in some well-off communities mainly in rich countries, is rapidly reinventing education. New, much more effective approaches to learning are being developed. Computers for every student, easy Internet access, highly competent teachers, self-guided curricula consistent with the latest research — each new advance is followed quickly by another.

Futurists predict still another world. This world will have much more education occurring outside of schools and will draw on vastly more powerful technology (e.g., two-way voice-activated computer-assisted self-paced learning). It will harness much better understanding of how people learn and what they need to learn. Learners will be able to go beyond the classroom and obtain information in a variety of forms (text, data, sound, video) from all over in the world, at any time of day or night, at rapidly diminishing cost.

There have been many past prophecies of massive improvements in education. Yet the result has often been little progress, or even regression. Many schools today use the same methods — a teacher using a standard text,

with rows of students memorizing words and figures — that some planners confidently predicted three decades ago would be long gone by now, supplanted by more advanced instruments. Will the next twenty-five years be different? No one can know for sure. So, many countries will need to hedge their bets. Concerted efforts to take advantage of new opportunities should be on everyone's agenda, but so also should prudent steps to use already existing options more effectively, whether or not the new possibilities are successful.

[1] See Tim Campbell, 1999, *The Quiet Revolution: The Rise of Political Participation and Local Government with Decentralization in Latin America and the Caribbean.*

[2] "Market economy" is used here to cover a range of economies—from the few-true market economies to the many economies that are regulated through a mix of market mechanisms and central planning.

[3] UNESCO, *World Education Report* 1998. Figure for 1995.

CHAPTER TWO

THE VISION: QUALITY EDUCATION FOR ALL

THE IMPORTANCE OF EDUCATION

Paramount among the many reasons why education is important is that it contributes to improving peoples' lives and reducing poverty. It does so through multiple pathways, including: (1) helping people to become more productive and earn more (because education is an investment, strengthening their skills and abilities — their human capital); (2) improving health and nutrition; (3) enriching lives directly (e.g. the pleasure of intelligent thought and the sense of empowerment it helps give); and (4) promoting social development through strengthening social cohesion and giving more people better opportunities (and thus greater equity through opportunity). In addition, many of the world's states, through international conventions and commitments, have recognized education as a human right.

Education thus contributes, within the context of a sound macro-economic and political environment, to the entire society's growth and development, which in turn raises incomes for all (Figure 1). A good education system is a necessary but insufficient condition for development, and its benefits are strongest when crucial other areas of public policy are equally well managed. In particular, macroeconomic policies, political processes, regulatory practices, the enabling environment for business development, public participatory processes, and labor market processes need to be sound. To be effective, education planning and implementation in turn need to take into account the social, cultural, religious, economic and political context in which they take place.

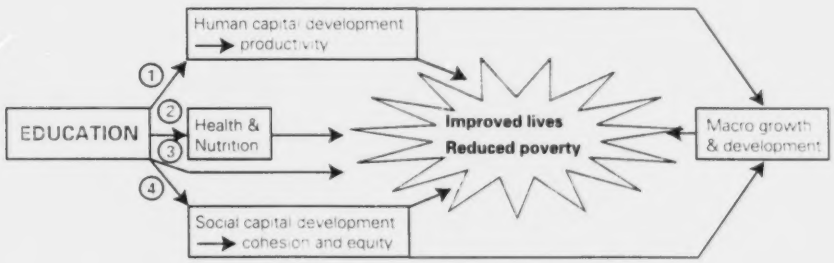

Figure 1 ***The Importance of Education***

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It has long been self-evident to many educators and parents that education, in addition to its immediate benefits, is also a form of investment, building people's capacity to be more productive, earn more, and enjoy a higher quality of life. The rise of human capital theory since the 1960s, and its widespread acceptance now after thorough debate, has provided conceptual underpinnings and statistical evidence. Estimates by Nobel-laureate economists have shown that education is one of the best investments, outstripping the returns from many investments in physical capital. Related analysis has demonstrated that the total stock of human capital worldwide has a higher value by far, in terms of its contribution to production, than the stock of physical capital.

While human capital ideas focus on links among education, productivity, and economic growth, other disciplines have emphasized additional reasons why education is important (pathways 2, 3 and 4 in Figure 1). These further reasons stress education's contribution to building social cohesion. They note that education transmits values, beliefs, and traditions. It shapes attitudes and aspirations, and the skills it develops include crucial inter- and intra-personal capabilities. It empowers people. It frees them to learn and think for themselves. It has benefits for health and the environment.

The more rapidly the world changes and the more complex it becomes, the more important are the skills that a good quality education can provide. The implications for education of the trends driving change today were noted in Chapter 1. All countries need educated and skilled citizens who can operate in a democratic society, workers who can meet changing labor market needs and compete in global markets, learners capable of benefiting from the technology revolution, and policies capable of harnessing the evolving public/private interface. The abrupt reversals in East Asia's strong economic growth and economic and social turmoil elsewhere in the world increased the recognition that sustainable development requires many things in addition to strong economic performance. Education is a key component of the Bank's "Social Agenda" or "Comprehensive Development Framework", which encompass all these other elements. They include strong participatory democracy and competent and clean governance, an effective judicial and legal system, good financial systems, social services and safety nets, social and economic infrastructure and protection of the environment and national culture, many of which depend in part on the educational system.

A VISION FOR EDUCATION

The long-term goal for education should be nothing less than to ensure that all people everywhere have the opportunity to (1) complete a primary and lower secondary education of at least adequate quality, (2) acquire essential skills to survive and thrive in a globalizing economy, (3) benefit from the contributions that education makes to social development, and (4) enjoy the richness of human experience that education makes possible.

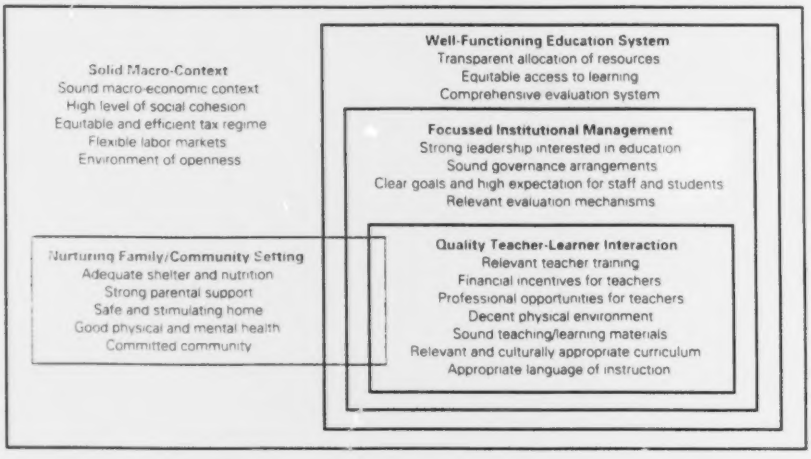

Figure 2 ***What Makes for Good Education Outcomes?***

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At a minimum, this includes ensuring that every girl and boy has the chance to learn to read, write, and do basic arithmetic, and that every adult has access to life-long learning opportunities. Inequality in educational access and quality must be reduced, since it condemns at least half of the world's population, and most of the poor and vulnerable, to much worse lifetime prospects than the more fortunate have.

Specific targets have been set for universal primary education and adult literacy in the Education for All initiative (EFA, Box 2). Many players have endorsed OECD's Development Assistance Committee call for universal primary education and gender parity in primary and lower secondary education (OECD, *Shaping the 21st Century*, 1996; website: www.oecd.org/dac/indicators/htm/backgrd.htm). The World Bank is committed to working towards these internationally agreed targets, and has developed a set of special programs to do this.

The broad goals will not be achieved easily or soon. Parts of them are attainable in less than a decade, but most will take longer. But to aim for anything less would be to aim too low, and would fail to set the right direction with the right sense of urgency and expectations.

ACCESS IS ONLY THE BEGINNING, QUALITY IS THE KEY

The international goals for education include targets for increasing access to educational opportunities, as well as for raising learning achievements. So far, the main emphasis has been on improving access and participation. In the challenging environment people face today, access is only the beginning. The education that people have access to must be of good quality in order to provide the skills needed to operate successfully in complex, democratic societies with changing labor market needs. Countries' education strategies must include ways to *improve the quality* of education, as well as the child's physical and mental readiness to learn. Improving quality means achieving detectable gains in the knowledge, skills and values acquired by students, through upgrading the environment in which those students learn. The learning environment includes the students' immediate surroundings, as well as the system in which students, teachers, administrators, managers and other service providers operate. The quality of learning outcomes influences and is influenced by factors outside the education system,

BOX 2

EDUCATION FOR ALL—A JOINT ENDEAVOR

(Website: www.unesco.org/education/efa/)

In 1990, UNESCO, UNICEF, UNDP, the World Bank and (later) UNFPA launched the World Conference on Education For All (EFA) in Jomtien, Thailand. Under the auspices of these partners and other development agencies, 155 nations and 150 NGOs came together and committed to:

- **expansion of early child care and developmental activities;**
- **universal access to, and completion of, primary education by the year 2000;**
- **improvements in learning achievement;**
- **reduction in adult illiteracy to one-half its 1990 level by the year 2000;**
- **expansion of provisions of basic education and training in other essential skills required by youth and adults;**
- **increased acquisition by individuals and families of the knowledge, skills and values required for better living and sound sustainable development.**

Following the Jomtien Conference, an International Consultative Forum on Education for All was set up as a mechanism to monitor and promote progress towards EFA goals throughout the 1990s. By 1996, primary enrollments had significantly increased, with 50 million more children enrolled in 1996 than in 1990. But progress in education access and achievement has been modest. Many countries will not be able to meet EFA commitments.

In order to help countries continue to work towards these critical international education targets, the EFA partners continue to address these issues. Their collaboration includes the UN Special Initiative for Africa (focusing on providing primary and lower secondary education for all African children) and the E-9 Initiative (focusing on EFA in nine high population developing countries — Bangladesh, Brazil, China, Egypt, India, Indonesia, Mexico, Nigeria and Pakistan). These activities paved the way for EFA 2000, a follow-up initiative to plan for the third millennium.

such as the home environment and perceptions of the future labor market (Figure 2).

Children's health affects their ability to learn. Children who are ill, hungry and malnourished attend school irregularly, and when they do attend, are often unable to concentrate. Although more of the poorest children have access to schools, they often suffer most from ill-health. Fortunately, schools themselves provide a cost-effective means of providing simple, well-tried health services, such as deworming and micronutrient (e.g. iron) supplements to solve the most prevalent immediate problems, as well as promoting healthy lifestyles with life-long benefits. Health programs offer most benefits to the most disadvantaged — girls, the poor and the malnourished — and should be part of efforts to achieve universal education.

Improving quality will require countries to deal with a number of crucial issues. First, especial attention will have to be paid to the *processes of teaching and learning*. Given the impact that classroom teachers can have on students' attainment and the share of most education budgets that go to pay teachers' salaries, an education policy that highlights the importance of *quality teaching* — where teachers have the opportunity for regularly upgrading their skills in order to maintain mastery of their subject area — is likely to bear fruit. Since active learning is generally superior to learning by rote, countries that move strongly toward more participatory and individualized modes of learning will be at an advantage relative to those where teachers talk and write and students listen and read. And countries that provide opportunities for people to learn at all ages — as their work or lives change, and as new knowledge replaces old — will have an edge over those who do not. Greater use of new technologies inside and outside the classroom will give more learners greater access to information.

Secondly, emphasis on acquisition of *foundation skills* — literacy, numeracy, reasoning, and social skills such as ability to solve problems together — is of utmost importance, especially in countries with low levels of attainment currently (Box 3). These fundamentals are a prerequisite for acquiring advanced skills and for making use of new technologies. All countries thus need to ensure that (1) primary education is readily available and of good quality for all, (2) secondary education, in the lower years first and eventually in all years, soon follows suit, and (3) early childhood needs are starting to be met, given the growing evidence of the importance of children's earliest years for their future well-being. Countries that have not yet fully achieved these essentials need to give high priority to doing so as soon as possible. Countries that are well advanced need to continue moving forward.

Thirdly, opportunities to learn more *advanced skills* need to be strengthened as well. Improvements in upper secondary and tertiary (i.e. vocational, technical and higher education) must move forward along with progress on basic education. Deferring the acquisition of advanced skills by part of the population until the foundation skills are universally acquired does not make sense if countries are to succeed amidst the global changes now taking place, and given the long lead times for generating a strong outflow of competent graduates. Nevertheless, basic education should remain a policy priority even when greater attention is paid to tertiary education. Adopting *curricula* compatible with equipping students broadly and flexibly for the world of work is vital, as many of the best systems have found.

Finally, the trends in *public/private roles* have the potential to offer new options for stimulating more and better education at more affordable cost. Achieving uni-

BOX 3

ESSENTIAL SKILLS IN THE ARAB REPUBLIC OF EGYPT

Egypt's goal for the 21st century is "a quality education system that provides all students with a learning experience relevant to their current and future needs, in order to stimulate continued Egyptian economic and social development". So Egypt is embarking on a series of far-reaching education reforms that will include a radical revision of (1) the outmoded curriculum and examination system of general secondary education and (2) the excessively fragmented approach to vocational and technical education. The new curriculum will cover nine "essential learning areas" and stress the acquisition of a core set of "essential skills" — communication, numeracy, information handling, problem solving, physical skills, self-management and competition, cooperation and leadership, and work and study skills. It will also focus on certain "values and attitudes" — family, democracy, justice, equality and social integration, patriotism, and cooperation and sharing.

versal primary education and broadening access to higher levels of the system while maintaining fiscal discipline requires countries to find more efficient ways of delivering quality education and of involving private financing in ways that ensure equity. The choices that countries face will include such issues as (1) devolution of school control to parents and communities, (2) policies regarding private schools (including those run by religious organizations, NGOs, and employers), (3) student loans and tuition levels for tertiary education, and (4) the degree of choice that families have among different educational options.

THE WAY AHEAD

This chapter has laid out the vision for education and the ambitious international goals to which the Bank subscribes. The Bank's mission in education is to help countries identify and implement their next strategic steps to improve access to relevant and good quality learning. The factors that help produce education of good quality are known. Good ideas and analyses abound; the need is to use the best of them to achieve better and faster results. It is useful to take stock of how far the world has progressed towards the vision and goals (Chapter 3) before laying out the specifics of the Bank's education strategy — what the Bank is doing to work towards these goals and vision (Chapter 6).

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[1] Research undertaken by UNESCO's International Institute of Education Planning shows that the provision of education of acceptable quality depends on two determining factors: (i) an adequate system of school management, and (ii) a reliable information system enabling the operation of the education system at the local level to be monitored (www.education.unesco.org/unesco/educprog/iiep/res1.htm). See also Annex 1 and Heneveld, Ward, 1994, *Planning and Monitoring the Quality of Primary Education in Sub-Saharan Africa*. Washington D.C.: World Bank.

CHAPTER three

EDUCATION TODAY: PROGRESS ACHIEVED, PROGRESS NEEDED

Developing countries have experienced extraordinary progress in education and the social sectors generally in the last thirty years — more so than in any prior period in human history. However, the unfinished agenda remains large — and in fact growing — due in part to the pressure of high population growth.

PROGRESS ACHIEVED

The greatest successes have been in access to schooling. A larger proportion of young people go to school than ever before. In 1960, slightly less than half of all children of primary school age were enrolled in school. By the early 1990s, more than three-fourths were enrolled.[1] The proportion of 12- to 17-year-olds enrolled has more than doubled (from 21 to 47 percent), and has almost quadrupled (4 to 14 percent) for those aged between 18 and 23 years (Figure 3).[2] In the decade from 1980 to 1990, the expected years of schooling that an average six-year-old would receive rose by almost a year (from 7.6 to 8.5).

PROGRESS NEEDED

Despite these successes, much remains to be done (Table 1). In some countries, progress in enrollment has slowed or been reversed during the eighties and nineties. In many countries, there is inequitable access across population groups, and in most countries, the quality and relevance of education leave much to be desired. Also, institutional capacity in many countries, at all levels of government, is too weak to sustain the kind of educational development that is needed to respond to the challenges ahead.

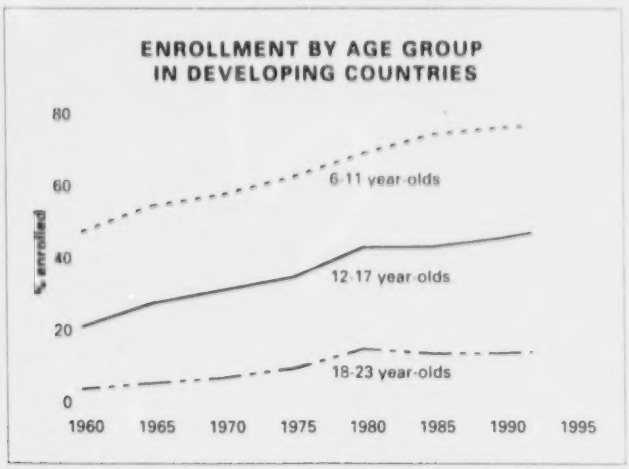

Figure 3 (Source: UNESCO Statistical Yearbook 1985, 1994)

Table 1 **Indicators by Region (Source: World Development Indicators 1998, 1999)**

Region	Gross enrollment rate: primary, % of relevant age group*		Gross enrollment rate: secondary, % of relevant age group*		Gross enrollment rate: tertiary, % of relevant age group*		Pupils in primary: % female*		Pupils in secondary general: % female*		Estimated % of population aged 15-24 illiterate	
	1980	1996	1980	1996	1980	1996	1980	1996	1980	1993	1980	1996
East Asia & Pacific	111	118	43	69	3	8	45	47	40	44	10	3
Europe & Central Asia	99	100	87	83	30	32	49	48	53	52	3	2
Latin America & Caribbean	105	113	42	52	14	19	49	-	-	-	11	6
Middle East & North Africa	87	96	42	64	11	16	42	45	37	45	39	21
South Asia	76	100	27	48	5	6	38	43	31	38	50	37
Sub-Saharan Africa	78	77	15	27	1	3	44	45	34	41	45	25

** Average weighted by population*

Faltering progress on access. Some countries have had little improvement in access since 1980. Despite the increase in the absolute numbers of children enrolled, sub-Saharan Africa has had falling enrollment rates. The proportion of 6-11 year-olds in school in sub-Saharan Africa declined from 59 percent in 1980 to 51 percent in 1992 (Figure 4).[14]

And in sub-Saharan Africa, Southern Asia and Latin America and the Caribbean, only two thirds of the children who start the first year of primary school are still there five years later (Figure 5). Progress to date suggests that many countries will have difficulty reaching the Education for All goals in the timeframe originally envisaged (Box 2).

Reversing the downward trend in Sub-Saharan Africa will be complicated by continued population growth. The out-of-school population there aged between 6 and 11 is projected to rise from 39 to 56 million (an increase of 44 percent) through the 1990s (Figure 6).

The corresponding figure for the rest of the developing world is expected to remain fairly constant.

Inequitable access across population groups. Girls and women, rural populations, indigenous peoples, the handicapped, the urban poor and other disadvantaged groups get less access than others to learning opportunities.

The gender gap (Figure 7) is of particular concern, given the positive impact that girls' education has on fertility rates, infant and child mortality rates, maternal mortality rates, as well as intergenerational education and the environment.

As in the case of enrollment in general, gender differences in enrollment vary from region to region (Figure 8). In the case of students of secondary school age, the largest differences are in Arab states, Southern Asia, and Sub-Saharan Africa.

Many factors contribute to the persistence of the gender gap: traditional values and beliefs about the roles

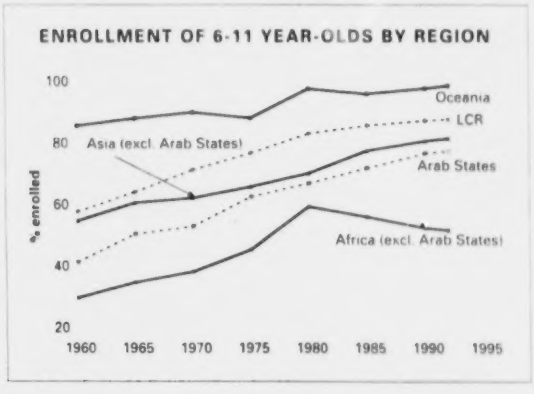

Figure 4 ***(Source: UNESCO Statistical Yearbook 1985, 1994)***

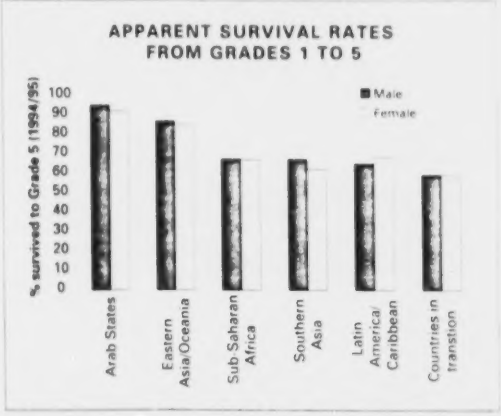

Figure 5 ***(Source: UNESCO World Education Report 1998)***

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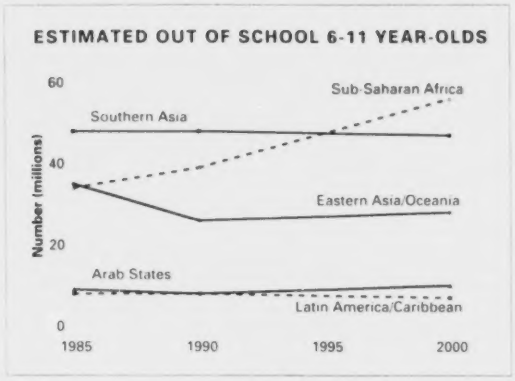

Figure 6 ***(Source: World Education Report 1991, 1993)***

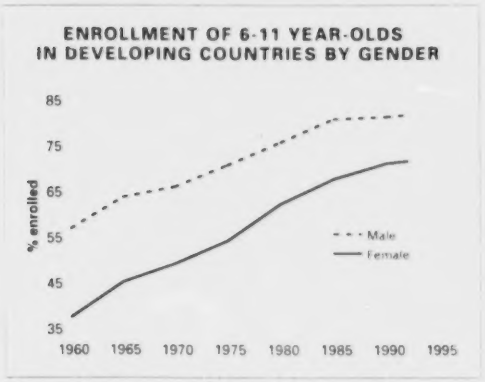

Figure 7 ***(Source: UNESCO Statistical Yearbook 1985, 1994)***

of females and males in the society; fear for the safety of girls going to and from school; lack of separation of the sexes; lack of female teachers; monetary costs (e.g. out-of-pocket expenditure on books); opportunity costs; and perceptions about the value of schooling for daughters unlikely to enter the marketplace and about the quality of schooling itself.

The emergence in many countries of a class of marginalized youth — involved neither in training nor in paid work — is another reflection of inequitable access to education. Extending access to quality basic education should have the effect of stemming the flow of young people into this group. In the short term however, providing training opportunities for already marginalized youth is essential to offering real labor market opportunities in rural areas and in towns, thereby contributing to a reduction in urban drift and urban violence.

Lack of access to relevant education and quality teaching. Attendance in a formal education setting does not automatically lead to learning. A range of inputs are required (Figure 2), all within a sound financial and regulatory framework. Even in high-income countries with well-established universal basic education, achievement levels vary widely and can be surprisingly low. Figure 9 shows literacy data for a range of (mainly OECD) countries: while all ten countries have secondary net enrollment rates above 80 percent, the functional literacy rates for 16 to 25 year-olds' vary between 35 percent and 80 percent. Comparable data are not yet available for developing countries, but the relationship between enrollment rates and achievement rates is likely to show at least as much variation, and point just as starkly to the need for improvements in the quality of learning.

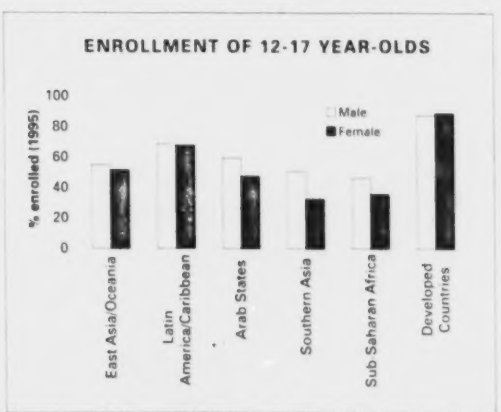

Figure 8 ***(Source: World Education Report 1995)***

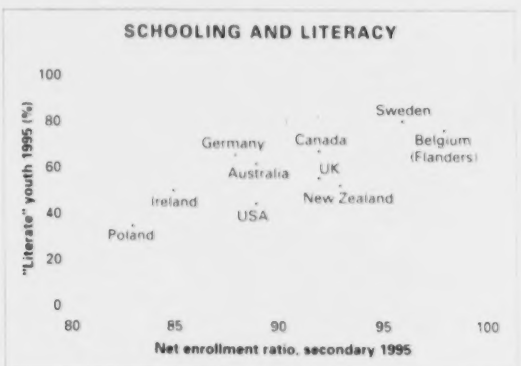

Figure 9 ***(Source: World Development Indicators 1997, OECD Literacy Skills for the Knowledge Society 1997)***

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The implications of moving to a situation where students not only have access to schools but are also learning are enormous. First, there will be better use made of all the resources invested in education: buildings, teachers' salaries, and the direct and opportunity costs borne by learners and their families. Second, having convinced parents, often with considerable effort, to send their sons and daughters to schools, governments will avoid having disenchanted parents withdraw their children from school. And third, enhanced quality in schools will enable countries to build up the educated population they need to achieve higher levels of development.

The trade-off between increasing access to an education system and improving its quality is partly apparent, partly real. Apparent because quality improvements lead to greater efficiencies — fewer repeaters in the short term and a more productive labor force in the longer term — which in turn free up resources to create more places for new students. Real because there are limits to the efficiency gains to be made from improving quality. The nature of those limits depends of course on particular country circumstances.

Weak institutional capacity. Education institutions are often ill-equipped to deal with the many problems they currently face and to meet the greater challenges that lie ahead for them. New developments such as the trend towards more decentralization in education systems have highlighted weaknesses not only in central governments, but also in sub-national layers of government and in schools themselves. Decentralization raises questions about the distribution of functions between central and local administrations, the implications for quality and equity, and how to strengthen administrative and planning capacity at all levels of the system.

Efforts to strengthen institutional capacity typically focus on: the training of teachers, faculty, and administrators; the provision of evaluation/accreditation services by ministry officials and external consultants; and the distribution of textbooks, guides and other materials. But the long-term solution to management capacity lies in:

- productive post-basic institutions that ensure a supply of well-trained graduates;
- civil service reform, including pay scales and regulations governing promotion;
- recruitment and placement of individuals on the basis of merit, talent and training;
- appropriate means of allocating resources and their efficient use;
- information systems that improve decision-making and enhance accountability;
- effective quality assurance and quality assessment mechanisms;
- continuing professional development opportunities; and
- making sure that resources go to schools, empowering school boards to make improvements in the learning environments appropriate to local conditions.

FOCUSING EFFORTS TO MAKE PROGRESS

The accomplishments in education are remarkable, but there remains much to be done to wrestle with the factors that are blocking progress: population growth that outstrips expansions in access in some areas; widespread inequality (for females, the poor, minorities and rural populations); low quality manifested in poor or irrelevant learning; and weak institutional capacity.

Regions and countries vary greatly in how far they have progressed and what the most pressing needs are to keep them on course towards realizing the vision for education. Classifying countries by their stage of development can help point towards the likely priorities for education in each country (Box 4). For example, most countries in the "mature" category are beyond the stage where raising primary enrollments needs to be the principal focus, and should be concentrating on higher-order problems, including quality enhancement at all levels. Most countries in the "reform" category also can focus on higher-order problems, but of a different nature: their education systems, once well functioning, are now ailing for many reasons, not the least of which is the mismatch between what students are taught and what is required in the new world of work they aspire to enter.

"Emergent" countries tend to have vexing equity, financing, and public-private issues to resolve as they struggle to make the transition from old elitist systems to modern systems that prepare their entire populations — through opportunities for lifelong learning — to compete in globalizing economies. Finally, most of the "least developed" category still have major progress to achieve even in access, and must ensure that other needs do not unduly fragment limited resources. Obviously, variety exists within these four broad categories and even within a single country.

BOX 4

COUNTRY CLASSIFICATION BY TYPE

Mature systems (such as the OECD nations and specific others in the Middle East and East Asia) with well-developed educational infrastructures, generally high achievement, but with residual problems of inefficiency and inequity (with gaps between the rich and the poor, and between males and females being sometimes severe).

Reform systems (such as Russia and much of Eastern Europe and the Commonwealth of Independent States), which face serious quality and growth demands but where the education system may appear to be of reasonable quality (but where maintenance of the system is under strong threat and, in some contexts, subject to future collapse).

Emergent systems (especially in Latin America, North Africa, and Asia) where education participation rates are high but inequality in access and especially in quality is acute, and where rapidly expanding private involvement is common.

Least developed systems (especially in Sub-Saharan Africa and parts of South Asia but in isolated instances in most regions) where universal basic education provision remains the exception rather than the rule, and where long-term interventions will be required to create modern education systems.

[1] Age group enrollment rates show the proportion of the population in the relevant age-group enrolled at *any* level of education. Published aggregate data from 1992 is the latest available (UNESCO, *Statistical Yearbook* 1985, 1994).

[2] The comparative figures for developed countries are: 6-11 year-olds (1960) 91 % (1992) 92 %; 12-17 year-olds (1960) 69 % (1992) 86 %; 18-23 year-olds (1960) 15 % (1992) 40%. (UNESCO, *Statistical Yearbook* 1985, 1994)

[3] The 6-11 year-old enrollment figures represent the number of 6-11 year-olds enrolled in formal education, while the primary education figures in the preceding table are "gross" (i.e. include over-age pupils in primary education).

[4] UNESCO regional categories vary in some cases from those used by the Bank. For example, "Arab States" does not include Iran, where the Bank region "MNA" does.

[5] Figure 9 shows the proportion of persons aged 16-25 scoring at levels 3 to 5 on the "document literacy" scale in an international standardized functional literacy test. At level 3, the easiest of the three top levels, the test tasks are varied: "some require the reader to make literal or synonymous matches, but usually the reader must take conditional information into account or match on the basis of multiple features of information; some require the reader to integrate information from one or more displays of information; others ask the reader to cycle through a document to provide multiple responses" (OECD, 1997, *Literacy Skills for the Knowledge Society*).

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CHAPTER four

PARTNERING: A WORLD OF OPPORTUNITIES

Progress on the above issues requires strong, productive partnerships. The job of strengthening education is too big for any single institution, and too important to be left to one perspective only. Governments, NGOs and local stakeholders, with the support of bilateral and multilateral development agencies, will have to work closely together in a prolonged effort to ensure each country's objectives for education are met, and to build public and educator understanding of the need for educational change. Partnerships amongst central government, local government and communities, within a more decentralized form of management, can improve service delivery; and poor communities and rural non-government providers can be effective partners in upgrading the quality of education. Local partners, in particular, have the local knowledge and the understanding of local values, culture and traditions that are an essential feature of sustainable development.

Many others have important roles to play alongside the various levels of government. These other players include students, parents, families, communities, local and non-governmental organizations and foundations, teacher groups, various forms of private and public-private ventures, and numerous international organizations. The more this rich array of partners can work together effectively, the better the results will be — and the faster education will improve. Many partnerships are exemplary now, but some are not and most could be strengthened further.

GOVERNMENT

Governments have become dominant in education only in the last century or two, after eons when humanity educated its young without formal schooling. Public education's achievements in this relatively short time have been impressive, despite oft-cited criticisms. The advances in literacy and other learning, made possible through universal primary education, may well have done more to improve the human condition than any other public policy.

Governments remain the largest funders and providers of education in most countries. Public sources account for well over half of education spending in developing countries as a group and most governments generally spend between 10 and 20 percent of their budgets on education (or between 3 and 7 percent of GNP).

The role of government in creating and sustaining the kind of macro-economic environment that provides incentives for education and helps education systems fulfill their potential is critical. Governments generally regulate the education sector (e.g. by defining curricula, setting standards, monitoring performance, accrediting institutions), and in addition to being direct providers of education themselves, often subsidize education provided by private institutions. Public spending on education can be a strong instrument for equity — expanding opportunity and raising living standards for all, but especially for the poorest. Overall spending on education in developing countries has been found to be progressive — in that the benefits received by the poorest groups are greater relative to their incomes than those received by richer groups. Despite this, subsidies to education are not always well targeted. The richest households gain by far the largest share of the subsidies. While primary education spending is targeted to the poorest groups, spending on secondary and tertiary is not.[1] Making public spending in education pro-poor will be an on-going challenge, as countries move to the lifelong learning approach that is becoming a key factor in economic growth.

Arguments about the equity of local participation and the effectiveness of local decision-making are often advanced to push for greater decentralization of the management of education systems. Central governments around the world have decentralized education manage-

ment to varying degrees — and with different ends in mind. Some have delegated responsibilities to their own local representatives, while others have transferred authority to locally elected governments and, in some cases, to parent-elected school boards.

Although they have a major role to play in education, governments cannot do everything. Fiscal considerations, including competing claims on the public purse, make it difficult for most governments — even those whose philosophies might push them in this direction — to be the sole provider of "free" education to all who seek it at every level. There are many areas of education service provision (such as text books and vocational training) where actors other than the government tend to be more effective and efficient.

PARENTS AND COMMUNITIES, NGOS AND FOUNDATIONS

Students, their families, and communities have some of the most crucial and too often under-appreciated and under-supported roles, extending far beyond just being consumers of schooling. Parents and other family members can make a particularly important contribution to children's cognitive, social and cultural development. Active local participation in the governance and activities of schools, with a sense of shared ownership of their policies and affairs, has been found to be vital to school success.

Non-governmental organizations (NGOs) and philanthropic foundations also have a large role. For example, the primary education system in Haiti is delivered largely through religious organizations and other NGOs. A multi-country community-based primary education initiative, Fe y Alegria, provides schooling for children in the most disadvantaged urban and rural areas in Latin America and the Caribbean. Using a combination of public and private sources, this initiative supports over 500 schools serving more than 500,000 students in 12 countries. In the area of early child development, NGOs are major providers in all regions (Box 5). Many foundations also participate actively in the education sector, providing resources for a range of activities, such as studies, seminars and project work. For example, the Rockefeller Foundation has invested heavily in girls' education and is part of a recently-established multi-agency partnership established together with British DFID, UNICEF and the Bank to examine more closely what factors are important in ensuring effective implementation of girls' education programs in developing countries.

PRIVATE SECTOR

Private involvement pre-dates government provision of education, and is once again substantial and growing. Employers, singly or in groups, provide on-job training for their workers, or can purchase such training from specialized firms. Employer groups and professional associations are involved in setting standards for the assessment of job-related skills and knowledge, as well as in establishing the desired learning outcomes in the education sector more generally. Private sector publishers provide increasingly larger shares of books and learning materials to schools in Latin America and Eastern Europe. Not-for-profit associations and for-profit entrepreneurs provide training and education to students, often subsidized in part or in full by the government. And private sector organizations mentor, help implement technology initiatives, provide equipment and otherwise collaborate with institutions.

Privately-owned schools account for over 30 percent of primary enrollment in countries as diverse as Spain,

BOX 5

NGO PARTNERS IN EARLY CHILD DEVELOPMENT (ECD)

NGOs have long been pioneers in the area of ECD. Save the Children, for instance, is an international NGO that has worked with at-risk children and families since 1932 and is now active in forty countries worldwide. The Aga Khan Foundation is working in parts of Pakistan and with Muslim communities on the coast of Kenya. Local pilot programs initiated by the Bernard van Leer Foundation in Colombia have been scaled-up into a nation-wide ECD program which aims at universal coverage. The Soros Foundation focuses a large share of its resources on pre-school education in Eastern Europe and Central Asia, while the Christian Children's Fund is very active in East Asia. Increasingly, the Bank works in close cooperation with these and other partners, for the design and implementation of individual projects, as well as in regional and global networks of knowledge sharing (e.g. the Consultative Group for ECD).

Chile, and Belgium, and over 70 percent in Lebanon. The private share generally increases at higher levels of education. Currently, more than half of all tertiary-level enrollments in Brazil and Columbia are in private institutions. Early child education is almost completely a private affair.

While in some cases the costs of public as well as private education are covered by governments, in many cases the contributions by parents and communities amount to over 20 percent. In some countries they exceed 50 percent.[2] Beneficiaries who pay a share might monitor more carefully the quality of the services they receive. And in principle, fees and other contributions paid by non-poor beneficiaries could free up public resources for targeting to the poor.

The growing understanding of the actual and potential roles of private sector involvement in education points up an opportunity for the International Finance Corporation (IFC), one of the constituent organizations of the World Bank Group. IFC support for private investment in education can complement the Bank's aim of having public monies targeted more on helping the poor gain access to quality basic education (Box 6 and IFC Education Strategy).

In addition to government schools and private providers, joint public-private ventures are becoming more common. New forms of corporate involvement in education are attracting growing interest. In the former Soviet Union, where the transition to a market economy has diminished the importance of traditional public provision of vocational and technical training, new information technologies are bringing about a marked convergence between the world of production and the world of just-in-time learning and training.

BOX 6

THE IFC AND EDUCATION

The IFC has stepped up its activities in the education sector, with seven investments in fiscal year 1998. Eight of the IFC's ten approved education investments to date are in low-income countries. A recent IFC study on 12 countries found good opportunities in six of them and reasonable prospects in the remaining six. Loan financing can be developed for diverse activities such as support for "South-South" investment, student loan companies, expansion of the use of new technology, and the construction of new campuses. To ensure targeting towards lower income groups, the study recommends that the IFC play a role in the further development and nurturing of that private segment of the education market that expands education opportunities for low income students. IFC financing of secondary and higher education can help facilitate the redirecting of government subsidies to the poor, where they belong. The more that better-off families pay for education (as they do when they choose private education), the more the government can use its resources for the poor.

TEACHERS AND TEACHERS' ORGANIZATIONS

Teachers are the crucial determinant of what is being learned in their classrooms, and teachers' commitment to improvement is essential if change is to have a real impact on learning. Teachers, and the local, national and international organizations that represent them, must therefore have the opportunity to participate not only in implementing reform, but also in developing new programs. As in all cases of consultation with the civil society, however, the information provided, the viewpoints expressed and the interests represented by the various participants must be weighed in the balance — with the ultimate decision being a political one. The interests of teachers, as workers, have to be considered in relation to the preeminent interests of students and their parents, as consumers.

INTERNATIONAL, REGIONAL AND BILATERAL ORGANIZATIONS

United Nations organizations — including UNESCO, UNICEF, UNFPA, and UNDP — have made major contributions to global education efforts for many decades, in their own fields of expertise and in global cooperation (Box 2). UNESCO, the UN agency responsible for education, has the mandate to play a coordinating role among international organizations, and in its own words, aims to "contribute to peace and security in the world by promoting collaboration among nations through education, science, culture and communication". Regional development banks (such as the Inter-American Development Bank, the African Development Bank, the European Bank for

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Reconstruction and Development, and the Asian Development Bank) and bilateral aid agencies commit large shares of their technical and financial resources to the education sector.

And finally, a range of professional bodies, such as the International Association for the Evaluation of Educational Achievement, the International Association for Educational Assessment, and the International Reading Association, also have a role in sharing information and promoting good practice around the world. The Bank seeks to work closely with these and other partners, by making its decision-making and lending procedures more flexible, open and responsive to the views of other players in the education field.

PRODUCTIVE PARTNERSHIPS ARE BUILT ON COMPARATIVE ADVANTAGE

The Comprehensive Development Framework acknowledges explicitly that countries need to be very much in the "driver's seat" when planning their development and working with the various agencies in deciding how each one can best contribute. The benefits from partnerships derive, in no small part, from the potential synergies of pooling together different capabilities, and creatively sharing the comparative advantages of diverse entities (Box 7).

The entities involved in education have a wide range of different comparative advantages and strengths, such as strong presence on the ground, good local knowledge and cultural understanding, ready access to global knowledge, special expertise or a unique mandate, the natural authority of being the families and communities most affected, the ability to convene stakeholders, the political power to bring about change, and the capacity to mobilize resources including finance. The future lies with those who combine needed contributions from multiple sources.

The implications for the Bank are twofold. First, the Bank's education work will need to devote even more attention and weight to partnerships in the years ahead than it does currently, recognizing that government-led and government-coordinated efforts are the most likely to deliver sustainable reform. Collaboration at the country and global level, through projects and other vehicles,

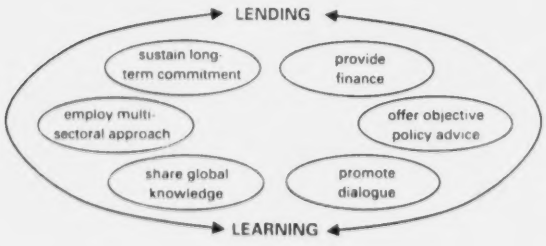

Figure 10: ***The World Bank's Comparative Advantage***

BOX 7

COMPREHENSIVE DEVELOPMENT FRAMEWORK (CDF)

The CDF takes a holistic approach to development. It seeks a better balance in policymaking by highlighting the interdependence of all elements of development — social, structural, human, governance, environmental, economic, and financial. The CDF seeks to move beyond discrete indicators of economic performance and human capacity to address, in concert, the "fundamental, long-term issues of the structure, scope, and substance of societal development." This is an ambitious transition that must be led by a country itself, with vigorous participation of civil society and the private sector — and with the support of multilateral and bilateral organizations.

Fundamentally, the CDF is a means of achieving greater effectiveness in reducing poverty. It is based on the following principles:

- **Ownership by the country, which determines the goals and the phasing, timing, and sequencing of the country's development programs.**
- **Partnership with government, civil society, assistance agencies, and the private sector in defining development needs and implementing programs.**
- **A long-term vision of needs and solutions, built on national consultations, which can engender sustained national support.**
- **Structural and social concerns treated equally and contemporaneously with macroeconomic and financial concerns.**

The CDF is meant to be a compass — not a blueprint. How the principles are put into practice will vary from country to country depending on economic and social needs and the priorities of the stakeholders involved.

is already a major part of what Education staff do in the Bank. But there will always be more that can be done. The importance of such work will grow rather than diminish in the coming decade, as countries become more interlinked under the pressures of the changing world noted in Chapter 1 and adaptation to the local context becomes more complex. More time, effort, and cost will be required for partnering, but the alternative would be increasing irrelevance.

Second, the Bank will need to understand, nurture, and apply its own areas of comparative advantage carefully. The Bank's advantages in education, as in its other work, include: the global and cross-country knowledge that it can mobilize and bring to bear; the people and expertise it can dedicate to vital and often difficult policy and implementation tasks; and the finance it can assemble from its own and others' resources — the Bank can use its position as the largest external source of funds in most developing countries to encourage other partners to contribute to priority activities.

In addition, the Bank's involvement in the full gamut of sectors germane to development, and its access to economic and finance ministries, enable it to take multi-sectoral approaches and reach key decision-makers (Figure 10). This multi-sectoral coverage offers a particular advantage in education, given the interaction between education and other sectors (Chapter 2).

Education outcomes are heavily influenced by learners' poverty status, health status, and perceptions of labor market opportunities. Relatively unknown but potentially severe, for example, is the impact of HIV/AIDS on the education system: HIV/AIDS affects the supply of teachers and influences parents' ability and/or willingness to pay for schooling. In addition, education status has an impact on the individual's future income, fertility and health, and at the societal level, on institutions, on the economy as a whole and, in the long run, on values, traditions and culture. The Bank's comparative advantage in this area is played out, for instance, in its work on school deworming and micronutrient programs, reproductive health education and information on STDs and HIV prevention. Further links can be made between early child education and health services, parent education, and shelter and nutrition for the poorest families; between teacher service reform and broader civil service reform; between universal basic education and child labor; between vocational training and labor market regulation; and between language of instruction and decentralization.

The challenge for the Bank for the years ahead is to respond effectively to the implications of partnership and, in doing so, to achieve the best impact possible on the people that development aims to serve. This will necessarily involve good communication between the Bank and its partners, at the country level, the regional level and at headquarters — along with a sense of openness to new possibilities and different points of view, an acknowledgment of one's own strengths and weaknesses, a willingness to compromise, and above all else, an enthusiasm for the many tasks ahead.

[1] See Florencia Castro-Leal, Julia Dayton, Lionel Demery and Kalpana Mehra, "Public Social Spending in Africa: Do the Poor Benefit?" *The World Bank Research Observer*, Vol. 14 No. 1, February 1999, pp. 49-72. Note that the degree of targeting of primary education subsidies to the poorest groups depends very much on the measure of welfare used.

[2] See Mark Bray, 1996, *Counting the Full Cost: parental and community financing of education in East Asia*.

CHAPTER

THE BANK'S ROLE THUS FAR: LEARNING BY DOING

The Bank's work to help countries improve their education systems has changed fundamentally across 35 years of lending, analytical, and advisory support. Understanding these trends, along with the lessons of experience, helps define what needs to be done in the years ahead to be as effective as possible.

AN EXPANDING PORTFOLIO

Total external financing for education, including bilateral aid, averaged around US$6 billion from 1989 to 1996, with the World Bank accounting for almost 30 percent of that total (Figure 11).

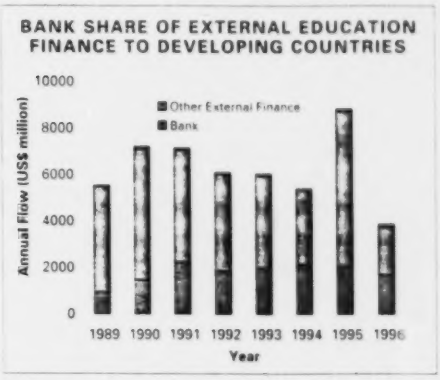

Figure 11 ***(Source: OECD & World Bank)***

Since its first education loan in 1963 — to Tunisia for vocational training — the Bank has been expanding its financing of education projects as part of its mission to reduce poverty (Table 2).

This expansion has paralleled the growing recognition that education is the cornerstone of a growing economy and of an open and cohesive society, and that investment in education is essential for a country's development (Chapter 2). The total amount of new commitments each year varies considerably around the rising trend (Figure 12). Disbursements have risen more steadily.

The proportion of Bank education lending committed as IDA credits varies from year to year, but has been around 40 percent during the last decade (Figure 13). Primary education is an important and substantial part of IDA-funded investment in basic social services, which also include clean water and sanitation, preventive and reproductive health, nutrition and basic community services.

Table 2: ***Education Lending (Source: EdStats)***

Year	New Commitments (Annual Average) Constant 1996 US$ millions	New Education Commitments as % of Total Bank New Commitments
1963-1969	153	2.9
1970-1979	660	4.6
1980-1989	1029	4.5
1990-1998	1982	8.5

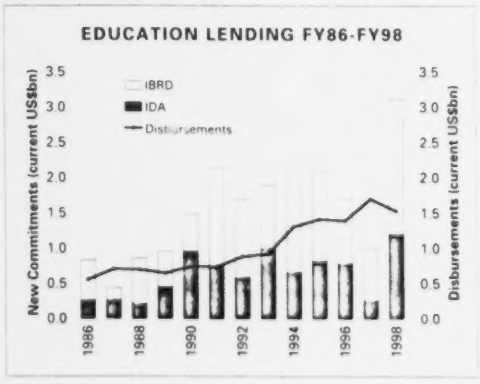

Figure 12 ***(Source: World Bank)***

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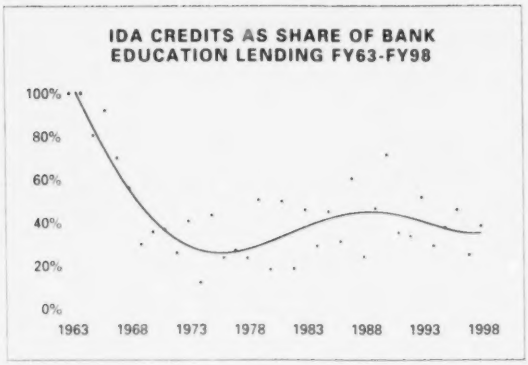

Figure 13 (Source: World Bank)

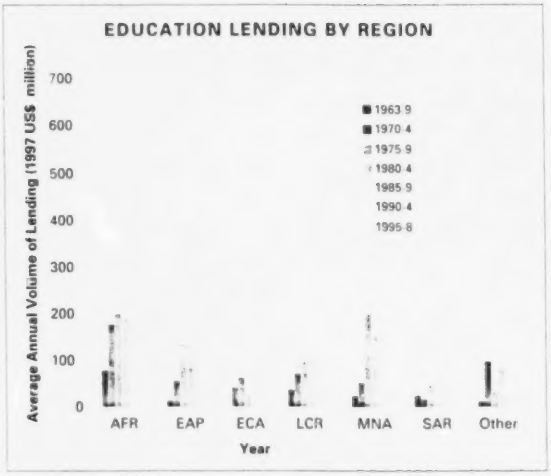

Figure 14 (Source: EdStats)

A relatively small number of countries account for a large share of the Bank's work in education, mostly because they are large countries with long established programs with the Bank. For example, 17 countries, with 70 percent of the world's population among them, account for three-quarters of the Bank's education lending, actual and planned, in fiscal years 1995 to 2001. Another 35 countries, with 13 percent of global population, account for 21 percent of lending. The remaining lending goes to some of the other 91 eligible countries, most of them small (Table 5, Chapter 7).

Lending for education has increased in each region, but at different rates. Sub-Saharan Africa (AFR) was chosen for special emphasis when lending operations in education began the 1960s, because education was high on the agenda of many new post-colonial governments, and needs were great. Subsequent support to Africa has grown but other regions have expanded their programs even more (Figure 14).

MORE FOR PRIMARY EDUCATION... WITHIN A HOLISTIC APPROACH

Lending for primary education has grown, in dollar terms and as a proportion of all education lending. The share of lending going to primary education has been above 20 percent since 1975, and above 30 percent since 1990. This reflects the Bank's commitment to the objectives of the 1990 Education for All Conference. The Bank was one of the sponsors of the Conference, and continues to be closely involved in follow-up activities.

The lending share for general secondary education dropped through the 1970s and 1980s, but rose again through the 1990s, and now stands at 20 percent. Lending for vocational training rose quickly through the 1960s and 1970s, but fell back slightly from a peak in the early 1980s — due no doubt in part to the new emphasis on basic education and a questioning of approaches traditionally taken in vocational training. Both teacher training and tertiary education saw steady increases, with a small drop off in recent years. Early child development is a relatively new — but increasingly important — area of lending (Figure 15).

Staff now look more at education as an integrated system, one part of which cannot function well if another is ailing. The emphasis on basic education, for instance, does not mean that nothing should be done in tertiary education: the role of tertiary institutions as centers of excellence, research hubs and training grounds for tomorrow's teachers and leaders is critical. The holistic approach is most clearly seen in projects that support sector-wide reform (e.g. the Bolivia Education Quality and Equity Strengthening Project that *inter alia* aims to provide integrated infrastructure and educational process improvements) and in cross-cutting programs, such as the following:

- early child development (e.g. strengthening early child care centers in Kenya through teacher training and a health and nutrition scheme, to improve children's readiness for school and hence increase enrollment and reduce repetition and drop-out in lower primary school);

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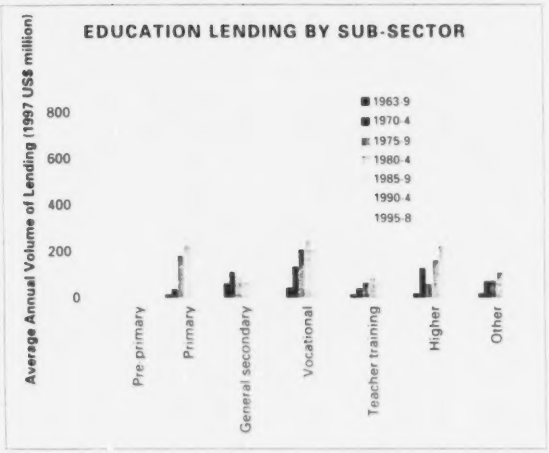

Figure 15 (Source: EdStats)

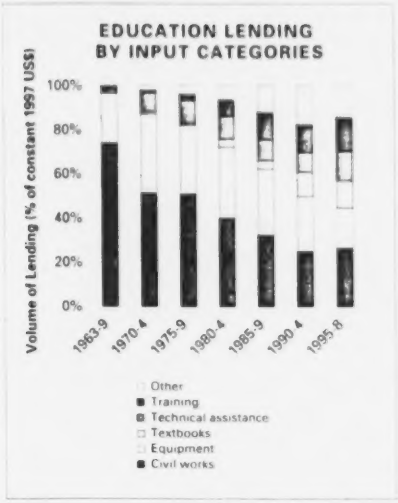

Figure 16 (Source: EdStats)

- higher education (e.g. reform of administration and financing in the post-secondary sector in Chile, aimed at removing perverse incentives faced by secondary students as they choose among competing institutions and programs);
- demand-side financing (e.g. the Girls' Secondary Education Support Program in Tanzania, involving targeting secondary school bursaries to poor girls); and
- management information systems (e.g. a multi-tiered system at the district, state and national levels in India, to monitor information on input costs and learning achievement).

A CHANGING FOCUS

Initially, most Bank project assistance was for constructing and equipping buildings. Continuous rethinking based on lessons learned and changing needs has broadened the focus considerably. The most dramatic change has been the investment shift from "hardware" to "software". The share of Bank funds going into civil works and equipment has fallen from almost 100 percent in the 1960s to 45 percent in 1995-98 (Figure 16). The shares for training and technical assistance have increased significantly.

"Software" covers many aspects of the education system, including:

- curriculum reform (e.g. improving the quality and relevance of learning in Moldova, by establishing an integrated institutional structure for curriculum development and assessment, and updating subject curricula for grades 1-9);
- technological innovation (e.g. WorldLinks for Development, aiming to establish educational online communities for students and teachers in 1500 secondary schools around the world by the year 2000);
- language of instruction (e.g. teaching the national language of Laos to ethnic minority students, using second-language teaching methodology);
- teacher labor reform (e.g. addition of a new category of university teacher in Tunisian legislation, bringing flexibility into the higher education labor market);
- management decentralization (e.g. financial, administrative and pedagogical autonomy granted to schools in Brazil, to improve the quality of teaching and learning).

This shift from "hardware" to "software" reflects the growing realization that physical expansion by itself does not lead to sustainable and good educational outcomes. A strong focus is also needed on the main elements that lead to good quality education (Figure 2):

- a supportive learning environment (e.g. support for Jordan's National Center for Human Research and Development, which has played a major role in improving the quality of education);

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- students ready to learn (e.g. deworming children and providing them with micronutrients in Ghana);
- motivated staff (e.g. improving quality and teacher morale in Uganda in the wake of civil conflict);
- adequate access to resources (e.g. acquisition of books for Bolivian school libraries through international competitive bidding).

The shift also reflects broad conceptual changes in response to new challenges. For example, in post-conflict situations, physical infrastructure and sources of income need to be recreated, and basic social services restored. Education is a high priority because of its contribution to long-term sustainable growth and social inclusion. Delivering education in post-conflict situations is complex. Simply building schools would be a hopelessly inadequate response where governments are weakened and incomes eroded, school buildings and roads destroyed, communities scattered and devastated, children psychologically damaged as combatants and refugees, and many teachers lost as refugees or victims of the conflict. In conflict-torn areas where government provision of education services has been suspended, the peace-time role of the patchwork of religious, community, NGO or other private providers must be resolved. The changes in the emphasis of the Bank's work in education and in the way that the Bank does business are making possible the new and creative approaches that are needed.

ANALYSIS AND RESEARCH

Good analysis of issues and options is the foundation for effective project lending and sound policy advice. Reviews of the education portfolio find a consistent link between good analytic work and high quality projects. In education as in other sectors, staff are over-stretched, working hard to do more and do it better, and analytic work is being crowded out. Ways must be found through dialogue between sector staff and country directors to reverse this decline in sector work, since it could jeopardize future portfolio quality. Analysis need not result in lengthy reports. What is important is clear thinking about how best to improve educational outcomes, using knowledge of good practice and conditions "on the ground".

The recent decline in the Bank's role in research in education is inconsistent with the Bank's quest to become a "knowledge bank" and with improving the impact of education operations. Research has had an important impact on priorities and strategies in education; for example, in making clear the broad benefits to investing in primary and girls' education, the role of textbooks in promoting school quality, and the potential importance of the private sector in financing and provision.

What can be done in the face of tight research budget constraints? First, good partnerships are being built between the Bank and a host of other national and international groups active in education — drawing on research funding not only from the Bank but also from other donors and foundations. There may be greater potential for encouraging the academic community to undertake research that is relevant to the issues that clients face. In India, for example, an explicit aim of recent analytic work was to stimulate, through research partnerships, the interest and capacity of local researchers in such work. (In addition, this sector work has supported a stream of new loans.)

Second, projects are building in research and evaluation to analyze outcomes and the impact of project investments. Third, research carried out by the Bank has become more focused and selective. Operational relevance is now the main criterion for choosing new research topics in education. Most recent research aims at evaluating rigorously the impact of investments and policy changes that the Bank is supporting, in order to determine the preconditions and circumstances needed to maximize the chances of success of a project, program, or reform process. For example, there is a multi-country study of the impact on student learning and welfare of education decentralization initiatives. This looks at the consequences of shifting responsibility of management from central governments to local communities and schools, and of providing vouchers to facilitate student choices and to stimulate girls' education. Another study is experimenting with various input mixes to determine the relative contributions of materials and teacher incentives to student performance and retention. New research is beginning on the impact of early childhood interventions, which are a growing part of the portfolio.

ASSESSING THE BANK'S WORK IN EDUCATION

The complex causalities involved in education and the long time lags between intervention and outcome (e.g. in student loan programs) make it difficult to measure the

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impact of projects. This makes the choice of objectives and indicators a crucial aspect of project preparation. Despite the difficulties, the evaluation systems put in place by the Operations Evaluation Department (OED) and the Quality Assurance Group (QAG) provide valuable insights on what has gone well and not well in Bank-supported operations.

A QAG assessment of the active loan portfolio rated education projects slightly better than the Bank-wide rating on implementation progress and success in meeting development objectives.[1] Education had fewer projects and a smaller percentage of the net commitments at risk than most other sectors — ranking third out of the sixteen sectors in fiscal year 1998.[2] However, QAG's rapid assessment of supervision quality in a sample of projects in fiscal year 1998 found that the education sector had improved in relation to its 1997 score but not as much as the Bank as a whole.

A recent OED review found a great improvement in the quality of economic analysis in education project appraisal reports, and singled out recent Bank training efforts as a contributing factor. The proportion of education projects having acceptable or good economic analysis rose from 65 percent of projects approved in fiscal year 1996 and the first half of fiscal year 1997 to 94 percent of those approved in the latter half of fiscal year 1997 and first half of fiscal year 1998.

OED also recently reviewed the 108 education projects that exited the portfolio between fiscal years 1993 and 1998.[3] Of these projects, 76 percent were judged satisfactory or better in overall outcome (compared to 69 percent for all sectors). Fifty percent were deemed likely to be sustainable (47 percent for all sectors). But only 33 percent achieved substantial institutional development (32 percent for all sectors).

This OED review highlights the following lessons:

- The Bank needs to learn better how to assess and address factors that put project outcomes seriously at risk. Ambitious policy reform and institutional changes carry political risks. Staff need to be helped to identify and analyze these risks, and devise contingent strategies that respond to them. This includes deciding when to persevere in the face of severe implementation difficulties and when to withdraw until conditions for success are more favorable.
- Sometimes, in the interests of ensuring lending momentum and sustaining the Bank-borrower relationship, projects are presented to the Board of Directors even when tough issues remain unresolved. The presumption that these will be dealt with during implementation is not always borne out.
- Projects with many goals and many disparate components are much less likely to succeed. This is especially the case when sector institutions are weak, and when implementation timetables are unrealistic. Successful projects reflect realistic and rigorous understanding of the implementation capacity of sector institutions at central, local and school levels. There is still much to learn about rigorous institutional and stakeholder analysis and more robust design of institutional capacity-building components at local and central levels.
- It is difficult to design and implement "soft" components (teaching-learning, curriculum, staff development) well. This makes built-in monitoring and evaluation critical for corrective action during implementation, accurate assessment of impact, and appraisal of the realism of follow-up operations.
- Physical investments still make heavy demands on implementation capacities, particularly for new borrowers unfamiliar with the Bank and for decentralized and community agencies responsible for small, scattered school building projects. Issues of location, design, construction quality and the ease and affordability of maintenance from local resources are not always given enough attention in project development and appraisal.
- Activities need to be sequenced appropriately when comprehensive qualitative reform is attempted. For example, examinations can provide the incentive framework to which teachers and students respond, yet examination reform typically lags behind teacher training and textbook delivery financed under education projects.
- Meaningful beneficiary assessment and participation is difficult, time-consuming and resource-intensive, but can make a world of difference to project outcomes. Even for things that might seem to be technical pedagogical preserves (like curriculum reform), change and innovation is more likely to "take" when supported by communities who have been well informed and invited to participate.

- Two other hallmarks of successful project implementation are the right skills-mix among the project team, and staffing continuity over the entire project cycle.

TAKING STOCK AND MOVING FORWARD

This stocktaking of trends in Bank lending shows that a good balance has emerged, consistent with the broad consensus on the areas of intervention that make a difference to education outcomes, all the while moving countries closer to the international targets they have signed up to as their own. Chapter 6 provides details of the Bank's programs in four of these key areas of intervention.

The cumulative results of past evaluation of the portfolio and project outcomes noted above have helped clarify a set of operating principles and a focus for staff development (Chapter 7) which are fundamental to the strategy:

- focus on the client — listen and learn, taking into account the cultural context;
- analyze comprehensively, act selectively;
- use knowledge well;
- concentrate on development impact;
- work with others in productive partnerships.

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[1] OECD data include both overseas development assistance and other official flows (which in turn include debt rescheduling and forgiveness).
[2] International Development Association, 1998, *Additions to IDA Resources: Twelfth Replenishment (A Partnership for Poverty Reduction)*.
[3] Quality Assurance Group, *Annual Report on Portfolio Performance: Fiscal Year 1998*, Table 3.9.
[4] Quality Assurance Group, *Annual Report on Portfolio Performance: Fiscal Year 1998*, Table 3.10. Projects at risk comprise two types of projects: actual problem projects based on the Bank's latest Project Supervision Report ratings, and potential problem projects which are associated with at least three of twelve leading indicators of future problems. Each of the indicators is a "flag" pointing toward final outcomes. Analysis of historical data suggests, for example, a high correlation between delays in effectiveness and unsatisfactory final outcomes. Similarly, if an operation has been in extended problem project status (over 24 months) in the past, it is highly unlikely to succeed. "Net commitments at risk" refers to the proportion of the dollar value of the portfolio that is attached to projects rated "at risk".
[5] These findings derive from OED's review of the Implementation Completion Reports of the 108 education projects exiting the portfolio between fiscal years 1993 and 1998. OED ratings are based on a desk review of the regions' own assessments and may be modified based on OED's performance audits of selected operations.

CHAPTER SIX

MOVING FORWARD: WHAT THE BANK WILL DO

GLOBAL PRIORITIES

The Bank's mission in education is to help clients identify and implement **their** next strategic steps to improve access to relevant learning opportunities of high quality — with a particular focus on reaching out to the poor and the marginalized. As in other sectors, it is essential to use resources efficiently and equitably and to build the institutional capacity that is critical to sustainable development. Chapter 7 sets out strategic guidelines to help staff do this as they work with client country governments and other partners. The success of this strategy will need to be judged country by country: is there a clear and coherent education plan whose implementation results in gains in access and learning outcomes?

Given the great diversity in education across and within client countries, this strategy avoids prescriptive dictates about what to do (such as "invest in primary education" or "provide more vocational education"). However, there are some "top-down" or global priorities that emerge from the Bank's commitment to the international education goals, and from the consensus that there must be an unrelenting focus on the quality of teaching and learning. These are described in this chapter, and the specific activities and performance indicators against which the Bank's education work in these areas will be measured are summarized in Table 3. Table 3 also shows the outcome indicators that the programs and activities are designed to help achieve, but over which the Bank and its partners have only indirect and partial control.

To help move faster towards the international ***education targets*** (Chapter 2)[1] — as means to more productive economies, more cohesive societies, more effective participation in collective affairs, and ultimately, healthier and happier populations — special global programs have been launched that focus on **basic education for girls and in the poorest countries** with lowest enrollment rates. Three other areas are singled out where interventions are likely to have a big impact on the ***quality of teaching and learning:***

- **early interventions** (i.e. early child development, school health and nutrition);
- **innovative delivery** (e.g. distance education, open learning and using new technologies);
- **systemic reform** (especially in relation to achievement standards, governance at the basic and post-basic levels, and the role of providers and financiers outside of government).

These are global priority areas, but would *not all* be chosen as the strategically most important steps in all regions and all countries. The set of activities in these areas is only a fraction of the full agenda of the education sector in the Bank. There is, however, significant overlap between these four global priorities and the priorities identified in the regional strategies, and there are activities in these priority areas in many of the Bank's client countries (Annex 6).

BASIC EDUCATION: FOR GIRLS, AND FOR THE POOREST

Basic education for girls. Despite the significant progress made in expanding access to primary education, gaps in enrollment and achievement persist between boys and girls. The reasons are many and complex, but equity considerations and the high economic and social benefits associated with girls' education require the Bank and others to work to reduce the gender gap. Investment in girls' education increases women's labor force participation rates and earnings; results in women having fewer children; lowers infant, child and maternal mortality rates; creates intergenerational educational benefits; and yields significant environmental benefits. This investment, when made with long-term gains in mind, can be expected to lead to positive demographic changes, reduction in

Policy Directions	Specific Actions	Performance Indicators	Partners	Outcome Indicators
Basic Education ■ for the poorest	Focus efforts in priority countries in AFR through UNSIA program	Activities under way in 16 target countries	UNESCO, Norwegian Trust Fund	EFA/DAC goals for basic education met in target countries
■ for girls	Focus efforts in priority countries	Activities under way in half of the 31 target countries	UNICEF, DFID, Rockefeller	EFA/DAC goals for girls met in target countries
Early Interventions ■ early child development	Develop ECD programs in priority countries	Number of free-standing programs increased from 8 to 14	HNP, IDB, UNESCO, UNICEF, PAHO, bilaterals, NGOs	Intake improved into primary education in target countries
■ school health programs	Focus efforts in priority countries in AFR and LCR through the International School Health Program	Activities engaged in 19 countries in AFR, and 8 countries in LCR	HNP, WHO, UNESCO, PAHO, UNICEF, UNAIDS, bilaterals, NGOs	Learning improved in target countries
Innovative Delivery: distance education, open learning & the use of new technologies	Develop an education technology strategy for AFR and undertake a survey in EAP	Strategy and survey completed	AFR, EAP	Worldwide knowledge of distance education enhanced
	Improve information sharing with educators in client countries	Four (4) scholarships offered to African education	AFR	
	Enable exchange of knowledge about distance learning amongst client countries	Six (6) external Global Distance EducatioNet sites operational	Open universities in Canada, HK/China, Costa Rica, Indonesia, South Africa, Spain, and UK	
Systemic Reform ■ standards, curriculum & assessment	Support efforts to increase internationally comparative information on education access and achievement	On-going Bank membership of UNESCO Institute of Statistics body and Bank dialogue with clients about participation in international studies	UNESCO, IEA, OECD, UNICEF, UNDP, UNFPA (TIMSS-R, WEI, EFA 2000 Assessment)	Education systems operating more efficiently and more equitably
	Increase knowledge of evaluation and examinations	Public exams database in FY00 (CD-ROM in FY01) Education performance indicators (FY00)		
	Establish worldwide network of science and technology educators	Launch website in FY00	U of Twente, U of Witwatersrand, UNESCO, US National Science Foundation	
■ governance and decentralization	Increase sharing of knowledge about tertiary education reform	Internet site in FY00 Contributors' network developed	OECD	
	Increase institutional capacity for education reform	Education reform training course developed for clients and staff	WBI, IIEP/UNESCO, OECD, CPRE	
■ providers and financiers outside of government	Link private investors to education institutions	Electronic exchange operational in FY00 & use evaluated in FY01	IFC, private companies	

*Table 3: **Implementation Plan FY99-FY01: Priority Areas***

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health costs, and greater social cohesion and development effectiveness.

In working to improve girls' enrollment, retention, attainment and achievement, the Bank and its partners are taking a number of approaches, including providing incentives for girls' attendance (e.g. scholarships, school meals, basic health care, provision of textbooks), increasing access to close and safe schools with an adequate infrastructure, improving the quality and relevance of education, accommodating socio-cultural values and educating parents and communities about the benefits of girls' education, establishing supportive national policies that target girls, and pursuing sound economic policies that do not create disincentives to women's employment.

The Bank has identified 31 countries where it is active and where the international goals will not be met at current rates of progress. Of these 31 countries, 15 have been targeted because they have exceptionally large gaps between girls' and boys' primary enrollment rates: Burkina Faso, Chad, Côte d'Ivoire, Ethiopia, Ghana, Guatemala, Guinea, Mali, Morocco, Nepal, Niger, Pakistan, Papua New Guinea, Uganda and Yemen. The goal is to develop activities to narrow the gender gap in these 15 target countries, and to make additional efforts in these countries to improve the knowledge of girls' education issues and to orient financial and human resources towards increasing girls' enrollment and attainment rates. A new multi-agency partnership to promote girls' education has recently been established by the Bank, UNICEF, British DFID and the Rockefeller Foundation to examine more closely what factors are important in ensuring effective implementation of girls' education programs in developing countries.

Basic education for the poorest. Education attainment in perhaps half of the 48 sub-Saharan African countries is well below the level required historically to achieve sustainable economic growth and poverty reduction. There is an urgent need therefore for bolder policy and imaginative mechanisms beyond "business as usual" to accelerate primary enrollments.

Within the framework of the United Nations Special Initiative for Africa, a UNESCO/Bank-led education component aims to help countries build up education sector development plans that are technically sound and ambitious, as well as being financially sound and implementable in the social context of the country. These plans will be used as the basis for mobilizing resources from external funding agencies, including the Bank, to support implementation. Within the Special Initiative's education component, one sub-program financed by a Norwegian trust fund and managed by the Bank focuses on primary education, and aims to establish programs in 16 target countries: Angola, Burkina Faso, Chad, Djibouti, Eritrea, Ethiopia, Guinea, Guinea-Bissau, Liberia, Mali, Mozambique, Niger, Rwanda, Senegal, Sierra Leone and Somalia. With time the program may extend into other components of basic education — e.g. adult literacy, especially for women — and into other countries.

The Special Initiative aims to: (1) help increase awareness among key national policy makers about the crucial constraints that the presently low level of primary education development places on the country's ability to reach sustainable economic growth and poverty reduction, (2) provide extra financial and human resources to help develop a wide national consensus on difficult education reforms required to break out of the present low enrollment "trap", and (3) promote greater cooperation and synergy among the various activities supported by UN agencies and bilateral donors to develop education.

EARLY INTERVENTIONS: EARLY CHILD DEVELOPMENT AND SCHOOL HEALTH

Early child development (ECD). Problems faced by poor children in the earliest years — such as stunted mental and physical development and lack of preparation for school — set the stage for low academic achievement, high dropout rates, functional illiteracy, low productivity in the workforce, and even delinquency and dependency on society. Programs to tackle these critical deficiencies are fundamental to a child's learning and success in life. ECD — with its cross-sectoral mix of pre-school education, nutrition and basic health care, involving children and their parents and other caregivers — has a critical role in breaking intergenerational inequity cycles and in enhancing education achievement, provided it is followed by sustained interventions beyond the early years.

The Bank has a number of free-standing ECD projects and social sector projects with an ECD component. These projects are packaged with specific objectives and program options tailored to the context of the client countries. For example, in Bolivia, Colombia, India, and Indonesia services are directed to children at risk, with integrated health, nutrition, and stimulation services through either home-

based or center-based child care programs; in Mexico, parent education is the focus of the project. In Uganda, mass communication strategies are targeted to parents in addition to teaching women commercial skills, whereas in Nigeria, mass communications are targeted to young children, adapting the US Sesame Street model. In Kenya, the focus is on improving the quality of caregivers through training. The Bank's ECD staff aims to increase the number of stand-alone programs to 14, with new projects scheduled for Bangladesh, Brazil, China, Ethiopia, India, Jamaica, Mexico, Samoa, Tunisia, and Yemen.

School health. Recent research has found that simple, well-tried health services, notably deworming and micronutrient (e.g. iron) supplements, and promoting healthy lifestyles can be delivered in a highly cost-effective way through school health programs. They are also highly progressive, providing most benefits to the most disadvantaged — girls, the poor and the malnourished. They can achieve significant improvements in children's health, in their school attendance and ability to learn and thus school achievement; and have much longer-term benefits in adult health status and productivity.

The Bank, in association with a wide range of partners including WHO, UNESCO, UNICEF and UNAIDS, as well as bilateral donors (especially USAID) and NGOs (especially Save the Children US), has established the International School Health Initiative, providing clients with access to expert advice, examples of good practice, and practical toolkits, as well as assisting task teams to prepare school health components within development projects. In Africa, school health projects will be developed in three target countries (Madagascar, Malawi and Zambia) and as a sub-regional initiative in 16 countries in West Africa (including Guinea, Mali, Mauritania and Senegal). The LCR team has launched an initiative in collaboration with the Pan American Health Organization the aim of which is to promote the regional implementation of school-based health services and life skills training in at least eight countries in the region.

INNOVATIVE DELIVERY: DISTANCE EDUCATION, OPEN LEARNING AND THE USE OF NEW TECHNOLOGIES

Distance education has been used in a variety of developing-country contexts and for a range of purposes. Radio has been used to deliver instruction in mathematics, science and English to primary level students in Africa, Latin America and Asia. Many countries have used print and other technologies to deliver training to teachers, and television is being used effectively to deliver a wide range of training to children, teachers, and other adults. New technologies, especially the Internet, offer policymakers additional alternatives for delivering education and training to learners of all ages. These technological possibilities can reduce costs, increase access, and expand the range and quality of education and training options.

An increasing number of countries are experimenting with various forms of new technologies to expand education and training options, because they are able to develop multimedia materials that reflect local values and culture, provide visual images of desired behaviors, collaborate across borders, and access information not previously available. The Bank's role is to support countries not only as consumers but also as producers of these multimedia tools, to help them explore the potential of new technologies while managing constraints such as limited absorptive capacity and lack of an adequate infrastructure.

The Human Development Network (HDN) and the Africa region together have produced a strategy paper for the use of educational technology in a range of African countries. Four African educators will participate in fellowships to expand regional expertise in educational technology and distance education. A survey of educational technology and distance education in Asia has been launched, in collaboration with the East Asia Region, WBI, UNESCO and the Commonwealth of Learning, and will be followed over the next year by a series of in-depth case studies. In collaboration with InfoDev, an additional series of case studies will be conducted and a network will be formed of countries that use technology to train teachers. Finally, the Network plans to extend Global Distance EducatioNet, its online guide to distance education, by establishing six regional sites by FY00 (Box 8).

SYSTEMIC REFORM: STANDARDS, CURRICULUM AND ASSESSMENT; GOVERNANCE AND DECENTRALIZATION; PROVIDERS AND FINANCIERS OUTSIDE OF GOVERNMENT

Standards, curriculum and assessment. High on the agenda of many governments are activities aimed at improving quality in both basic and post-basic education:

establishing a common set of expectations for learners that relate to what is needed for later study and work; building up a curriculum framework within which teachers can help their students meet those expectations; ensuring that the curriculum is delivered in a language that is appropriate for local students; devising assessment instruments that enable teachers and policy-makers to measure students' achievement; and building capacity in education leaders, school directors and teachers to lead these educational changes.

In addition to boosting quality in the fundamental areas of literacy and mathematics, many countries are aiming to improve science and technology education. Broad access to basic scientific and technological knowledge and skills — for girls as well as for boys — is essential if developing countries are to close the gap with developed countries. Global competition — based in large part on the move to a knowledge-based society — gives technology transfer and scientific innovation a key role. The Bank, in association with a number of internationally recognized partners, is establishing a Global Science Education Network that aims to facilitate the sharing of good practice in areas such as curriculum development, teacher education, standards and assessment.

In a bid to improve the coverage, quality and availability of internationally comparable data on education participation, attainment and achievement in ways that benefit countries looking to improve their education systems, the Bank is providing both technical and financial support for the establishment of the UNESCO Institute of Statistics. In addition, the Bank has introduced developing countries into OECD's World Education Indicators pilot project and into the International Association for the Evaluation of Educational Achievement's repeat of the Third International Mathematics and Science Study (the results of which will be released in 2001). Education staff plan to build on this international work, both to increase the quality of each country's contribution to internationally comparative data on education and, more importantly, to help countries draw on international experience to develop national assessment systems of their own.

Governance and decentralization. Education reform is on the political agenda in virtually all of the Bank's client countries, driven by concerns that improved education system performance is essential for greater

BOX 8

FOUR EXAMPLES OF INNOVATIVE USE OF MEDIA AND TECHNOLOGY

The Development Education Program (www.worldbank.org/depweb/) offers a website for teachers and students who want to study social, economic, and environmental issues of sustainable development around the world. The program uses learning modules, maps, charts, data tables, case studies, photos, outreach activities, teachers' materials, on-line student newspaper, and much more. The Global Distance EducatioNet (www.globaldistancelearning.com) is a knowledge guide to distance education, designed to help clients interested in using distance education for human development. The Net has its core site in the Bank and regional sites in all parts of the world. A companion service — the Global Distance Education Directory — is being developed in partnership with a private sector company, to provide a listing of distance education providers of learning programs, learning materials, communications technologies and distance education consultants. WBI's "Global Links" program (globallinks@worldbank.org) uses mass media to broadcast to 100 million people in more than 50 developing countries, diffusing information on key development issues including education reform and the role of government. The World Links for Development (WorLD) (www.worldbank.org/worldlinks/) program brings the vast educational resources available through the Internet into under-resourced secondary schools, and trains teachers to integrate computers effectively into the classroom. Students are linked with partner schools in OECD countries for collaborative distance learning, and begin to acquire the computer literacy needed for participation in an increasingly global economy. By the year 2000, at least 1,500 secondary schools in forty countries from all developing regions will be linked through WorLD.

economic competitiveness, lower poverty and inequality, stronger democratic institutions, and greater social stability. Major reforms are to be found in all parts of the education sector: professionalizing the teaching service; making tertiary institutions more autonomous, more responsive and more accountable; decentralizing school management to local levels; encouraging the emergence of quality early child education establishments; and revising secondary curriculum to make it more relevant to the world of work.

Teacher service reform, for example, is a complex undertaking. In some countries and in some regions within countries, teachers are highly paid relative to other workers in the economy, with their salaries taking a share of the education budget so large that no funds are left for other crucial components of quality education. In other countries, teachers are poorly paid, resulting in recruitment and retention difficulties as well as high rates of absenteeism. Professionalizing the teaching force — through reorganizing incentives and training — in ways that take account of local circumstances (including the broader civil service context) is a major challenge for countries.

Although many reform efforts flounder, countries as diverse as Australia, Brazil, Chile, El Salvador, New Zealand, Romania, Spain, South Korea and Thailand have shown that it *is* possible to implement deep and sustained reforms in education. There are many lessons for other countries on what works and what doesn't and how to implement education reforms in politically sustainable ways (in particular, how to weigh and successfully manage political resistance to reforms, through coalition building, reform sequencing, support for implementation, compensation strategies and other actions).

To support its clients in dealing with systemic reform in education, the Bank plans to work with a wide range of partners and leading academic institutions, to build a training course aimed at policymakers from client countries and international agency staff working on education. In addition, the Bank will provide clients with access to former education ministers and other high-level officials with experience in implementing education reforms, detailed case studies of successful country experience (Australia, Brazil, Chile, New Zealand, UK, etc.), a website featuring global research on education reform, tools for assessing political readiness and institutional capacity for reform in education, and assistance to task teams in identifying reform implementation challenges and strategies for overcoming them.

Appropriate roles for providers and financiers outside of government. In many countries, most education is both publicly financed and provided. While few would argue with the need for continued public finance at the basic education level — where the externalities are greatest — there is no *a priori* reason for all education to be publicly provided, funded and managed. There are arguments in favor of (1) selectively encouraging management and/or ownership of institutions by NGOs, community or religious groups, and entrepreneurs, (2) allowing students and their parents to choose among different options, and (3) requiring some level of private financing at post-basic levels.

In fact, large private school systems exist in many countries, in some cases extending educational opportunities to less well-off children. Private financing and provision can expand the number of student places, especially at secondary and tertiary levels — so critical for building institutional capacity and absorbing technological advances. Private financing can also allow public resources to be better targeted to the poor; give families choices beyond the public school system; be more efficient than the public sector, when quality is maintained at a lower unit cost; and increase the potential for innovation in education, especially in the presence of competitive pressures.

"Private" is a broad concept and includes religious, NGO-run, community-financed, and for-profit institutions. In many countries, public funds are channeled to these private institutions, sometimes explicitly in order to benefit the poor. Vouchers and scholarships are used to expand schooling opportunities for the poor in the Dominican Republic through a Bank-financed primary education project. The Bank supports scholarship programs that allow girls to enroll in private schools in Pakistan, and helps extend secondary school opportunities to the poor through vouchers in Colombia, Tanzania and Bangladesh. Bank projects support equity in all municipal and government-subsidized private secondary schools in Chile. Another project aims to build public support for policy reform to promote private sector development of education in Mauritania and Burkina Faso.

The IFC is expanding investment in private sector education. As a new part of its strategy, the Bank (including the IFC) and private sector partners are building an online information exchange highlighting investment

opportunities in education in client countries (www.worldbank.org/edinvest). The exchange will provide information on investors from developed countries interested in pursuing investment opportunities in developing countries. Investment conferences will be hosted in several client countries, beginning with West Africa in 1999. The World Bank is working in several West African countries (targeting especially Senegal, the Gambia, Côte d'Ivoire and Mauritania), surveying the market for education and helping governments create an enabling framework for private sector development in education. The plan is to have the Internet-based investment exchange operational by FY00. The success of the site in the following years will be judged by the volume of use.

REGIONAL AND COUNTRY PRIORITIES

The Bank's activities in education, as in other fields, are shaped partly by the international priorities it adheres to and the broad priorities it sets for itself, and partly by the inherently region-specific and country-specific nature of its work. Country education strategies, lending, and non-lending tasks are shaped by Country Assistance Strategies (CASs), budget constraints, and dialogue among the Bank's country directors and sector teams. All of these factors are in turn shaped more importantly by consultations with clients and partners.

The wide range of developmental status amongst the Bank's client countries means that, while broad priorities can be established, uniform solutions are inappropriate. Countries that have achieved over 90 percent primary enrollments have different needs from countries still below 50 percent. (Some 75 developing countries have primary gross enrollment rates over 90 percent, accounting for three quarters of the developing world's school population.) Countries where enrollments for boys are falling below those for girls have different problems from the many countries where girls are at a major disadvantage. (At least 17 Latin American countries have higher enrollment rates for girls than for boys, either at the primary or secondary level.)

The Bank will therefore help countries identify and implement whatever next steps are the most strategically important for them in reducing poverty. This will be done by putting the clients first — listening carefully to what they have to say, understanding the cultural context and value sets in which they operate, and developing sound country-specific strategies and programs — and by harnessing global knowledge to local know-how. Education staff have been developing country-by-country education action plans for over 120 countries. In addition, six regional education strategies have either recently been completed or are in preparation. Boxes 9 and 10 outline the strategies being developed in Africa and South Asia.

The new regional strategies devote considerable effort to clarifying the outcomes that Bank support to education aims to achieve. The LCR strategy, for example, sets out six priorities: improving the teaching and learning process; including the excluded; meeting the needs of youth; reforming organization management; using technology to improve education; and reforming higher education. These regional priorities are consistent with the Bank-wide priorities and reflect region-specific needs.

If the relationship between the client and the Bank is characterized by mutual respect, careful listening, openness to new ideas and responsiveness to new challenges, the Bank and client should reach a common position on what the best strategy is for the country's development and what role the Bank can best play in its implementation. On occasion however, the Bank and the client government may disagree on priorities. Then the Bank will need to reassess its own analysis in light of a client viewpoint that might not have been adequately taken into account, try to convince the client that the Bank analysis has greater benefits than other options, or withdraw from the particular intervention the client wishes to embark upon.

The development of the country and regional education strategies is not just an add-on to the overall strategy. The joint effort — in producing country, regional and Bank-wide products — provides a set of interconnected strategies. This helps prevent inconsistencies, an issue in the past for some sectors. The entire initiative is under the overall direction of the Bank's Education Sector Board, in consultation with the Education Network as a whole (the 250-plus Bank staff working in education) and the Sector Board's External Advisory Panel. This collective leadership, further strengthened by the fact that the regional Education leaders form the overwhelming majority of the Sector Board, would have been more difficult to achieve in the old organizational arrangements where units were more separate and distant from one another.

[1] The EFA goals are: the expansion of early child care and developmental activities; universal access to, and completion of, primary education by the year 2000; improvements in learning achievement; reduction in adult illiteracy to one-half its 1990 level by the year 2000; expansion of provision of basic education and training in other essential skills required by youth and adults; increased acquisition by individuals and families of the knowledge, and skills and values required for better living and sound sustainable development. In addition, the OECD's Development Assistance Committee (DAC) has called for universal primary education in all countries by 2015, and the elimination of gender disparity in primary and secondary education by 2005 (OECD, *Shaping the 21st Century*, 1996; website: www.oecd.org/dac/indicators/htm/backgrd.htm).

BOX 9

STRATEGY WORK IN SUB-SAHARAN AFRICA

The Africa region first outlined its regional education strategy in the 1988 paper "Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization and Expansion". The follow-up to the 1988 paper has been a model of donor-government partnership. It was initially coordinated by a donor organization (called Donors to African Education) which developed into the Association for the Development of Education in Africa (ADEA). It now includes African ministers of education and some 50 donor agencies. Its objectives are to provide to the African ministers a forum from where they can lead the dialogue with the donors to enhance donor agency awareness that their own practices should be adapted to the needs of national programs and to develop a consensus among ministers and agencies on approaches to the major issues facing education in Africa. At the heart of ADEA's work are 11 thematic working groups which undertake studies and publish reports on areas of broad interest.

ADEA has now decided to review progress made since the 1988 paper through a participatory process that will be based on country papers and will include the close involvement of African education specialists and policy makers. The final version will be presented at the 1999 ADEA conference. The Bank is supporting this process. It is a member of the steering committee that has been established to manage the stocktaking exercise. It has also begun to reflect internally on its own experience with lending for education in Africa and on ways to increase the effectiveness of its lending and non-lending support. The first draft of a discussion paper was prepared in fiscal year 1998 and discussed with senior education officials from Africa and other stakeholders. This document was further developed during fiscal year 1999 following discussions in the region and consultations within the ADEA group. The findings of the ADEA stocktaking will be a key element in the further development of the Africa regional strategy. The Africa regional strategy is expected to be finalized following the 1999 ADEA meeting.

BOX 10

STRATEGY FOR EDUCATION IN COUNTRIES OF THE SOUTH ASIA REGION

(Afghanistan, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan, Sri Lanka)

Diagnosis. Half of the world's poor and half of the world's illiterate adults live in South Asia. Enrollments have increased over the last decade, especially in primary education, but India and Pakistan still account for 30 percent of the world's primary-aged children who are out of school. Girls remain disproportionately left out. Completion rates and learning achievements are low, reflecting low quality of education and inefficient use of public resources at all levels of the education system. Institutional capacity is weak.

Objectives. The Bank supports the priority of all the South Asian governments: basic education, i.e., increasing enrollments, completion rates and learning achievements. The Bank also supports several governments in the region in articulating a vision for the overall education sector and addressing system-wide issues of management and resource allocation.

Means. First, the Bank will continue its emphasis of lending and non-lending services in basic education, with the focus on quality, equity of access and efficiency; second, the Bank is starting a major effort of non-lending services to assist governments to articulate a long-term sector-wide vision; third, the Bank is working with governments in the region to initiate reforms of higher education, starting with sector work and policy dialogue; and fourth, related to improving basic education, the Bank is assisting countries to improve secondary education, particularly access for girls, and non-formal education for young adults to provide them with a second chance to acquire basic skills.

Implications for the Bank. The Bank will continue to strengthen its client focus through more field-based operational staff, supported by technical expertise and cross-country knowledge from headquarters. Given the scale of the task and the need for a coherent approach within each country, the Bank will continue its emphasis on cooperation with other donors in lending and non-lending services.

MOVING FORWARD: HOW THE BANK WILL DO IT

OPERATING PRINCIPLES

With a view to fulfilling its mission of assisting clients identify and implement the relevant strategic steps and to achieve their own targets in education, the Bank's Education staff will apply a number of operating principles:

- ***Focus on the client.*** This means developing operations that respond to the local needs of clients and facilitate their participation as full partners in design and implementation, all the while taking into account local culture and traditions. The client owns its programs and sets the pace for change — an essential element of effective reform.
- ***Analyze comprehensively and act selectively.*** This means taking a comprehensive view when assessing a country's needs and developing sector-wide solutions, but being selective when defining the specific actions the Bank will support.
- ***Concentrate on development impact.*** Bank operations must do better at looking beyond inputs and process effects to development impact, measured in higher quality, increased efficiency, better equity, and greater accountability, as well as to the long-term sustainability of newly developed capacities in education planning, financing and implementation.
- ***Use knowledge well.*** Promote knowledge management, creation, and transfer among all involved, so as to enhance understanding and experience in the sector.
- ***Work with others in productive partnerships.*** Capture the benefits of effective partnerships to maximize impact.

For each of these operating principles, the strategy identifies specific actions and targets against which performance will be measured. These actions and the associated targets are summarized in Table 4.

SYSTEMS AND TOOLS

A range of systems and tools are available to assist Education staff in applying these operating principles to their work. In order to analyze comprehensively and act selectively, for example, staff can think about their clients and their needs in a number of different ways: in terms of their size and hence the numbers of people who might benefit, and the potential for making a real difference.

COUNTRY CLASSIFICATION BY SIZE

Table 5 groups clients on the basis of their weight in the lending portfolio, which corresponds quite closely to population size.

Seventeen **major** client countries with a combined population of 3.4 billion account for three-quarters of the Bank's education business. These large countries have realistic prospects of each borrowing at least $200 million over the seven year period FY95-01. More than half of the FY95-01 education lending (actual and projected) of $16.5 billion is concentrated in just seven countries: Brazil, Mexico, India, Indonesia, Turkey, Argentina and Thailand.

Thirty-five **medium** client countries with a combined population of over 600 million represent a fifth of the Bank's education lending. These countries vary considerably in size, including, for instance, much of Latin America outside the three large countries (Argentina, Brazil, Mexico). These countries have realistic prospects of borrowing at least $50 million in the FY95-01 period.

The remaining five percent of the lending goes to fewer than half of the 91 **minor** client countries, concentrated in Africa and in Europe and Central Asia. These vary in size and include countries where conflict or unrest has resulted in the suspension of development activities.

This classification raises the strategic question: where is the appropriate balance between concentrating on large

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Policy Directions	Specific Actions	Performance Indicators	Partners	Outcome Indicators
Focus on the client	Promote staff participation in training in listening and negotiation skills	Annual staff training achieved	WBI	Client rating of Bank services improved
Analyze comprehensively, act selectively	Develop Country Action Plans	80% of Country Action Plans updated within last six (6) months to be selective and results-focussed	Country Teams	Bank resources more efficiently used to impact education access and achievement country by country
	Develop Regional Education Strategies	Six (6) strategies by FY00	Regional Management	
	Undertake Economic Sector Work and Social Sector Expenditure Review	■ 5 ESWs completed annually ■ CASs informed by SSER not more than 3 years old	DEC, Country Teams	
	Disseminate lessons from OED/QAG	First phase of pilot OED relational database operational for education in FY00	OED, QAG	
	Review use and effectiveness of new lending instruments	Experience of APLs and LILs distilled and disseminated	OED	
	Promote staff participation in training in the use of new lending instruments	Annual staff training achieved	WBI	
	Ensure strategic directions are included in CASs of priority countries	Annual review of CASs finds 80% satisfactory treatment of education	Country Teams	
Concentrate on development impact	Establish a set of robust development impact indicators for Bank	■ Development indicator set developed in FY00 ■ 80% of new projects use indicators within 2 years	DEC, QAG, OED	Bank interventions better targeted
Use knowledge well	Open access to clients and partners	External websites for 3 new themes each year (FY00, 01, 02)	Task teams, DECDG, OED, WBI, ISG	Knowledge about education used more effectively to improve access to and quality of education for all
	Conduct EKMS user survey	Survey completed annually	Task teams	
Work with others in productive partnerships	In Country Action Plans, include section outlining how the Bank will work with other players	100% of updated CAPs include section on partners and respective comparative advantage		Bank's comparative advantage maximized

Table 4: Implementation Plan FY99-FY01: Operating Principles

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borrowers — where there is the potential to have a notable development impact on large populations — and spreading activities and resources more broadly because the poor and excluded do not all live in the largest countries? The total volume of the Bank's education lending depends importantly on the 17 "major" countries (and in particular on the seven biggest borrowers). Yet business with these countries is subject to risk and uncertainty. Having "many eggs in just a few baskets" imposes a particular obligation to manage the associated risks effectively and ensure a high quality of Bank operations in the major client countries. A decision by China — one of the major borrowers — not to borrow for social sector projects under IBRD conditions would require the Bank to be prepared to reallocate the freed-up resources in accordance with its broad priorities.

It is important to assess periodically the value of current business in some of the minor clients, which may account for only five percent of lending but a much higher proportion of the administrative budget. Some of these countries have small populations and borrow very small amounts. Although unit costs tend to be higher than in large projects, it may not be possible, or even desirable, to scale down or phase out education work in smaller countries. Equity issues aside, implementing holistic reform in a small country may provide demonstration effects that have a lasting impact in other countries.

Some of the "minor" clients (such as South Africa) are in fact relatively large countries who at present only want non-lending services from the Bank. Here the question is whether to begin charging for technical assistance where it is not accompanied by lending — to avoid a situation where borrowing clients are subsidizing technical assistance to non-borrowing clients. These are questions that need to be resolved at high levels of Bank management, but the answers obviously affect the decisions the Education sector makes in areas such as staff recruitment and deployment.

ROOM TO IMPROVE / ROOM TO MANEUVER

Another principle in being more selective is to target efforts where they are likely to have the biggest impact. Substantial time and resources are at risk of being wasted when efforts are pursued in the face of poor prospects of success, especially when the obstacles involve weak government ownership of, or interest in the initiatives. Curtailing marginal undertakings could allow greater support to more promising cases. In assessing whether action in some area makes sense in any country and

	Number of Countries	1996 Population (million)	Lending FY95-01 Actual & Projected (US$million)	Lending FY95-98 Actual (US$million)
Major FY95-01 lending ≥ US$200 million	17	3364 (70%)	12284 (74%)	5911 (75%)
Medium US$200 million > FY95-01 lending ≥ US$50 million	35	635 (13%)	3432 (21%)	1676 (21%)
Minor (borrowers) FY95-01 lending < US$50 million	44	220 (5%)	816 (5%)	317 (4%)
Minor (non-borrowers)	47	616 (13%)	--	--
TOTAL	**143**	**4835**	**16532**	**7904**

Table 5: ***Distribution of Lending (Actual and Projected) by Country Categories***

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indeed whether to engage in education in a country at all, it may help to pose a pair of linked questions:

- ***Is there room to improve?*** If action were taken, would the results add much to what exists already? And thus, is there a need for action?
- ***Is there room to maneuver?*** Are the prevailing political and other conditions such that action could succeed — i.e. that change could happen? Or are there too many obstacles, too many blockers, and too little stomach for altering the status quo?

In cases where there is both room to improve and room to maneuver (i.e. the northeast quadrant in Figure 17), strategies should be pressing for bold and timely action on the issue in question. In the opposite case (the southwest quadrant) — where conditions are unpropitious on both grounds — attempts to act aggressively on the issue would likely lead only to thwarted efforts and wasted resources.

The remaining two possibilities present more difficult decisions. An example from the southeast quadrant would be a country with low primary school enrollments and too little political stability and/or will to fix the problem. Major improvements are needed but cannot be achieved. An example from the final quadrant (northwest) would be a strong government program to improve access when enrollments are already high. The will is there but the potential gains are limited. In all cases, the Bank will need to consider the implications of interrupting any investment flow on the development of human and social capital, a long and complex process.

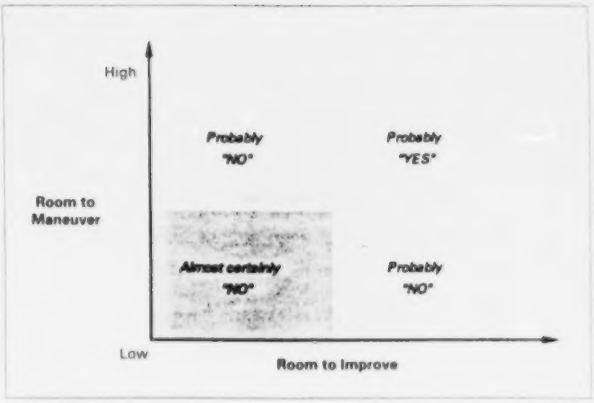

Figure 17: Room to Maneuver and Room to Improve

CHECKLIST OF QUESTIONS

Once target countries have been selected using the tools outlined above, key interventions within a target country can be identified through a set of *questions* that reflect the education issues and priorities of most importance worldwide for the years ahead (Box 11). The questions operationalize the priority areas discussed in Chapter 6 and the operating principles established earlier in this chapter. The *answers* to these questions may vary greatly from country to country, but the same set of questions should always be considered. (For more explanation of these questions, see Annex 2).

LENDING INSTRUMENTS

New lending instruments, or new ways of using traditional lending instruments, provide more flexible ways of assisting in the education sector. The Comprehensive Development Framework requires staff to move beyond single projects and to look at the totality of effort necessary for a country's development. This approach offers the opportunity to better integrate education policy and practice into the "big picture" of economic and social advancement.

Structural Adjustment Loans. Recent global economic disruption in the EAP, ECA and LCR regions has caused countries to seek large Structural Adjustment Loans (SALs). Learning from past experience with SALs in Africa in the 1980s, these new SALs will need to have strong social content. In EAP, for example, the Indonesian $1 billion SAL contains actions to ensure the availability of key goods with only modest price increases, initiatives to maintain access to quality basic education and health, and labor-intensive public works programs. This challenges Education staff to address education issues more effectively within the "bigger picture", and the HD Network will need staff who are confident operating outside a narrow sectoral expertise.

Adaptable Program Loans and Learning and Innovation Loans. Social sectors involve a wide variety of stakeholders with differing incentives, and these sectors are often in considerable disarray institutionally. Specific investment loans are sometimes not appropriate

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BOX 11

CHECKLIST OF QUESTIONS

1 Are the long-term vision and medium- and short-term objectives clear and appropriate for what is being proposed for the next steps for this particular country? Consider the ideas discussed in Chapters 1 and 2 relating to international goals, global changes, and developments in education.

2 Are the different levels of education being addressed adequately? Consider whether basic education policy and practice (especially in early child development and primary education, but also in lower secondary education and adult literacy) are strong enough to warrant strengthening upper secondary, tertiary (higher education and vocational/technical training) and advanced adult learning (work-related training, lifelong learning).

3 Are educational quality issues being addressed adequately? Consider the issues discussed in Chapter 2: access to relevant learning, not just access to a seat in a classroom; teachers and teaching conditions; and the fundamental questions — what is being learned? what should be taught? in what language? how? why?

4 Are equity issues being addressed adequately? Consider the broad need to include the excluded, the specific need to improve girls' education (Chapter 6), and the special needs of places with very low primary school enrollments as in many countries in sub-Saharan Africa (Chapter 6).

5 Are spending and financing issues and public-private roles being addressed adequately? Consider how best to target public resources to the poorest beneficiaries, and enable poor families to overcome the schooling cost barrier (which often includes the opportunity costs of forgoing the immediate benefits of their children's labor).

6 Is structural and management reform, including decentralization, being addressed adequately?

7 Where institutional capacity is weak, is it being strengthened adequately?

8 Is adequate attention being paid to linking education with the rest of the country's development? Consider links with the world of work and links with social development and cohesion, including the passing on of culture, traditions and values. And consider teacher service reform in the wider context of civil service reform.

9 Is the strategy appropriate for this country at this moment, considering the prevailing political, economic, and social circumstances? Tools to help with such analysis include: typologies of country situations; the concepts of "room to improve and room to maneuver." Special situations also need to be understood: crisis response, post-conflict situations, and other turbulent conditions.

10 Are the emerging new opportunities being explored and utilized adequately? Consider the issues discussed in Chapters 1 and 2, particularly as regards technology and distance learning.

11 Are appropriate choices being made in the design and implementation of programs and projects? Consider the issues and suggestions discussed in Chapter 5.

12 Are partnerships being utilized sufficiently and appropriately? Consider the issues and suggestions discussed in Chapter 4.

13 Is the strategy sufficiently and appropriately selective? Consider the issues discussed in Chapter 7.

14 Is the strategy drawing sufficiently on pertinent knowledge — from other places and other sectors?

15 Is there sufficient provision for monitoring of progress, including measurable indicators?

for process-driven goals that involve many stakeholders and institutions. New instruments — the adaptable program loan (APL) and the learning and innovation loan (LIL) — have been introduced to permit more open-ended lending, based on specific objectives and a long-term development strategy, and to allow for piloting and innovation over a relatively short timeframe.

The flexibility and responsiveness of these new tools seem particular suited to the education sector, and Education staff are taking advantage of them, with some 20 APLs and 15 LILs now in the AFR, EAP, ECA and LCR regions. Over the next three years, the Education Network will review the effectiveness of these projects, to begin to establish whether they are better than traditional methods in producing the desired development objectives.

HIPC Debt Initiative. The principal objective of the Bank-IMF debt initiative for heavily indebted poor countries (HIPCs) is to bring the country's debt burden to sustainable levels, subject to satisfactory policy performance, so as to ensure that development is not put at risk by continued high debt and debt service burdens. To attain the debt relief, eligible HIPCs undertake sustained improvements in their economic management, as well as structural and social policy reform (with particular attention paid to improving social programs, especially in education and health). Education Network staff need to work with clients to seize the opportunities this initiative presents for education, and to monitor HIPCs' progress closely to ensure that the benefits from the initiative are indeed going to the poorest, in terms of improved access to quality basic education services. The Bank and the IMF have begun a process of consultation on debt relief and the HIPC initiative.

EDUCATION KNOWLEDGE MANAGEMENT SYSTEM

The emerging new opportunities created by the technology revolution (including but not limited to distance learning) will be explored in the years ahead. Initiatives are under way that will strengthen the Bank's role as a knowledge institution, and make it easier for staff to provide high quality advice and share information with clients and partners.

The Bank's Education Knowledge Management System (EKMS) creates, captures, distills and disseminates relevant development knowledge on education. Its main goals are to document the corporate memory, and to include the best development knowledge outside the organization developed by partners (universities, foundations, NGOs, multilateral and bilateral organizations). The primary focus of the EKMS is to improve the effectiveness of education sector staff through providing information and building knowledge; the EKMS is in this way a key component of lifelong learning within the Bank itself. The goal is also to serve clients and partners directly, and the Education Network aims to develop three external websites in each of the next three years to help do this.

The EKMS is organized around themes, including early child development (www.worldbank.org/children/) and distance education (www.globaldistancelearning.com/). For each theme, good practice is identified and a number of different channels are used to disseminate knowledge: Internet, publications, study tours, training seminars, mentoring, an Education Advisory Service and the EdStats database. The Education Advisory Service helps about 50 internal and external clients each week, answering technical queries, providing referrals to experts within and outside the Bank and disseminating packets of information. The EdStats database provides users with easy access to country data on education indicators, Bank lending for education and topical country data.

Realizing the full potential of the Bank's new knowledge management initiatives (such as websites) will not happen overnight — and not without sustained nurturing. Staff will be won over once they experience for themselves how new knowledge tools can help them be more effective. Sharing knowledge efficiently has particular value in unusual and turbulent country situations, which Bank staff are increasingly facing. In post-conflict countries and countries where financial collapse or other shocks have precipitated crises, even the best approaches, tried and tested in stable and peaceful environments, may not work. As education country teams struggle with each new instance and need to rely heavily on the experience of their colleagues on how best to proceed, the power of a good internal knowledge management system and the Internet will be demonstrated.

PEOPLE: SKILLS, VALUES, RECRUITMENT AND DEPLOYMENT

The Bank's staff, including the more than 250 who work

in education, are among its most important assets. Investing in them — so that they thrive professionally and develop their full potential — is vital. Among the key staffing issues for the years ahead will be: values, skills mix, recruitment and deployment.

The effectiveness of the Bank depends considerably on how well Bank staff relate to clients and partners. Interactions that convey openness, support, professional excellence and service are essential. The Bank has recently been paying increased attention to the *values, attitudes, and behaviors* that underlie how staff interact with clients, partners, and each other. Focusing on the client is essential for getting the rest of the work right. Teamwork, trust, partnership, participation, listening to others, learning from the past, and sharing knowledge will continue to be vital in the years ahead. Likewise, as an international organization with a global reach — representing and serving countries with very different traditions, the Bank and its staff must recognize that different social, cultural, ethical and political paradigms that operate around the world may produce different answers to common problems.

On *skills mix*, strengthened efforts in recruitment, staff training and professional standards will be focused around the requirements emerging from this strategy. The emphasis on relevant learning and quality teaching requires increased expertise in curriculum development, classroom processes, learning theory, lifelong learning approaches, teacher training and multi-level education evaluation. In addition, recruitment will aim to ensure that the Bank has the broad skills needed to deal with a wider range of products and issues. This will require adding people who have professional experience in education, understand the political economy of reform, appreciate the complex relationships between education and other sectors, and recognize the importance of taking account of local values and culture when providing assistance to countries. A multi-disciplinary approach to analyzing new situations requires staff who not only master particular tools — from economics, sociology, anthropology, education, political science — but also are able to coordinate actions across different operational units and respect the value that other viewpoints can bring to the debate.

Staff training activities have been upgraded substantially in the past year, and will need to continue to improve in the next several years. Priorities will include: increased opportunities for resident mission staff; joint programs for Bank staff and clients; and inclusion of staff from sectors outside education. Improving the task management skills of Education staff will be emphasized.

On *staff deployment*, the Bank needs to explore two approaches to bringing staff closer to clients. One approach, inspired by experience in India, is for a senior Bank specialist stationed in the field office to coordinate a team composed of locally-hired staff in that office and international staff stationed in Washington. Another approach is to coordinate the staff in several resident missions through a regional hub, such as the human development team in the Budapest field office. Improved communications links amongst headquarters staff, field staff, and clients help to bridge the gap where direct contacts are not possible.

MONITORING THE BANK'S EFFECTIVENESS

Continuing review and assessment of education operations by OED, QAG, and education staff themselves will help identify ways to improve performance and impact. The quality of everything the Bank does in education will need vigilant attention always (the job of improving quality is never done). The most obvious priorities are areas where impact and results are disappointing, and where education projects under-perform relative to other sectors and where clear, practical remedies have been identified.

The Implementation Plan (Tables 3 and 4) sets out the specific actions the Bank's Education Network will be undertaking over the period FY99 to FY01 to advance the global priority areas and to apply the strategic operating principles. The Plan shows the indicators against which performance will be measured, the partners inside and outside the Bank for each activity, and the broad outcome which each item is intended to help attain, but which is affected by many actors and factors beyond the control of the Bank.

Progress against the Implementation Plan will be tracked on a six-monthly basis, with a report being presented to the Education Sector Board (alongside the six-monthly report on the implementation of the annual business plan, which provides greater detail about progress on specific actions). The experience with this first Implementation Plan will enable the Education Sector Board to refine its benchmarks and expectations for future plans.

FINAL WORD

The Comprehensive Development Framework that the Bank is exploring rests on the conviction that social and structural issues are as important to poverty reduction and sustainable development as sound macroeconomic performance. Education, along with the rest of the human development agenda is getting greater prominence. This growing recognition of education's central role in reducing poverty and improving welfare requires Education sector staff to participate more fully in the broad strategic dialogue with clients and within country teams about the overall priorities for each country's development agenda, and the appropriate place of education. The outcome of this dialogue and the impact of this strategy on the Bank's actions in education and on wider thinking about the importance of education for development will be reflected in the Country Assistance Strategies (CASs) and in the resources that Country Directors decide to allocate to the Education sector. If the strategy is successful, many new initiatives should be well under way by the time the next education strategy is developed, especially in the target countries to which special emphasis is being given. These initiatives, with the rest of the Bank's work in education, should begin to yield gains in access to quality education in many of the Bank's client countries.

The Bank's Education staff are fully committed to implementing this sector strategy, with the wider endorsement of other managers and of the shareholders. To do so will require a combination of effective leadership, top notch professionalism, strong partnerships, and above all, deep interaction with developing country clients. There is no time to lose.

Annex 1 The Three Pillars of a Good Education System

Annex 2 Further Remarks on the Checklist of Questions

Annex 3 Education Indicators (Maps)

Annex 4 Education Indicators by Region and by Country (Tables)

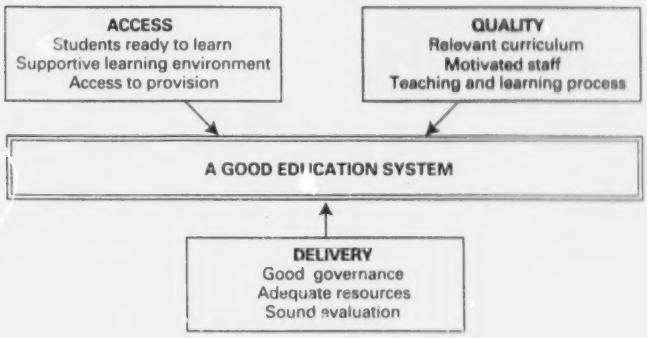
Annex 5 Education Lending by Region and by Country

Annex 6 Summary of International Initiatives

Annex 7 Summary of Regional Strategies

Annex 8 Selected World Bank Education Bibliography

THE THREE PILLARS OF A GOOD EDUCATION SYSTEM



ACCESS

Students ready to learn

Shelter, nutrition, health

Parental support and home

Supportive learning environment

Learning environment

Leadership interested in education

Clear goals and expectations for education

Access to provision

Access for all

Equitable access to all levels of education

Decent provision within physical reach

Adequate supplies and materials

QUALITY

Relevant curriculum

Competencies to thrive in global economy

Contributions to social development and richness

Flexible and adaptable to changes

Motivated staff

Solid initial training, with regular updating

Adequate pay and professional opportunities

Teaching and learning process

Well matched to the requirements

Results- and output-oriented

Monitoring with strong quality assurance

DELIVERY

Governance

Clear responsibilities and accountability

Policy analysis and planning capacity

Appropriate decentralization of decision making

Resources

Arrangement of appropriate private contributions

Level and allocation of public funds

Pressure for efficient and effective use of resources

Evaluation

Sufficient (not excessive) information system

Monitoring and feedback to influence plans

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FURTHER REMARKS ON THE CHECKLIST OF QUESTIONS

This annex provides further elaboration on the checklist of questions discussed in Chapter 7, Box 11.

Question # 1. Are the long-term vision and medium- and short-term objectives clear and appropriate — for what is being proposed for the next steps for this country?
Thinking ahead strategically is especially important in education, where the timeframes for progress can be 10 to 20 years or more. Vital changes may take longer than the five to eight year cycle of most projects, the three to five year assignments of individual staff, and the one to four year terms of most ministers.
Working on a long-term vision is often most valuable for the debate it stimulates, and the improved thinking that comes from that debate. Also, the absence of a long-term vision, or inconsistencies between long-term goals and proposed nearer-term actions, can be a signal that a problem needs resolving.

Question # 2. Are the different levels of education (basic, beyond-the-basics, pre-primary, and adult learning) being addressed adequately?
See Chapter 6.

Question # 3. Are educational quality issues being addressed adequately?
The main issues that Bank Education teams need to think about here — in order to help countries improve the quality of education they provide — are the points discussed in Chapter 2. The new strategies are stressing these issues. Quality improvement will be at the core of country programs in all regions, ranging from countries like Brazil and India to smaller ones like most African countries.

Question # 4. Are equity issues being addressed adequately?
Equity issues include inequality of access, outright exclusion, or biased distribution of resources — and the unfairly treated can be the poor, the remotely located, women, minority ethnic groups, indigenous peoples, or other marginalized or disadvantaged population segments. Getting progress on these issues is often tough going, but most country and regional strategies are planning substantial new steps to improve equality in the years ahead. The steps being contemplated will help "include the excluded", the central theme of the President's Annual Meetings speech in Hong Kong in 1997. The vehicles to be used concentrate on upgrading the services for the least advantaged.

Two special equity issues should be — and are — targeted for extra effort. One is girls' education. As noted earlier, many countries have a long way to go yet to achieve reasonable goals for gender equity in basic education. Some 31 countries fall seriously behind the rest of the world. Thus far, the Bank's country-specific work has made less headway in helping accelerate progress than had been hoped. The strategies for the years ahead will need to find more effective ways to assist on this problem.

The other special issue is the group of countries (16 of them are in Africa) where primary school enrollments are exceptionally low (below 50%). Africa education staff, with collaboration from Norway, have launched a long-term initiative to help these countries address this problem, the causes of which are typically deep and difficult.

Question # 5. Are spending and financing issues and public-private roles being addressed adequately?

The principal issues that country-specific education work should consider on these topics are well covered in the extensive sources that now exist, including many from the Bank (see for example, *Priorities and Strategies for Education: A World Bank Review*). These issues remain crucial as a foundation for practically every other improvement needed in education. Many countries still have far-reaching problems to resolve in regard to how they spend money on education, how they finance that spending, how they adapt government's role to changing realities, and how they harness appropriately the contribution that other-than-government entities (ranging from NGOs to private sector ventures) can make to facilitating educational progress. Finding and implementing balanced solutions — e.g., that tap the potential of the private sector while also reducing inequality and helping the poor — will not be easy.

These will be demanding but essential issues for the new strategies to deal with. The steps thus far are in the right direction, but the proof will come later. For countries that need to modify old spending, financing, and public-private roles in order to move beyond outdated education systems (that are inequitable as in LCR, or ill-suited to modern economies as in ECA or MNA, or stressed by crisis as in East Asia), the Bank will need to help countries access pertinent global experience.

Question # 6. Are structural and management reform, including decentralization, being addressed adequately?

The number of countries that embark on fundamental reforms of their education systems seems to grow every day. Structural and management improvements are never far behind, and decentralization is hurtling forward in an even larger number of countries. The new strategies are responding boldly to expanding requests to the Bank for help in these areas. For example, large programs have been launched for Brazil, Turkey, India, Ethiopia, Egypt and several other countries.

Question # 7. Where institutional capacity is weak, is it being strengthened adequately?

Strengthening of institutional capacity, long acknowledged as a vital ingredient for sustained success, has proceeded more slowly than hoped in many countries. Many issues extend far beyond the education sector. High turnover of crucial leaders is a case in point: education ministers in some countries last less than 12 months before a new one takes over. Capacity building figures saliently in many of the new strategies.

Question # 8. Is adequate attention being paid to linking education with the rest of the country's development?

The issues for Bank teams to examine in this area have evolved substantially beyond what the Bank focused on several years ago. The link with the world of work remains a core issue, but with an increased appreciation now that giving students a solid grounding of basic skills, and avoiding excessively specialized vocational training (e.g. becoming adept only at using a certain lathe is risky because that lathe could be obsolete soon), is not the only thing to think about. Involving employers in the advisory and governance processes of education and training systems

is also important. Sorting out employers' roles in the provision and financing of work-related training is relevant also.

More prominently, the link with social development, through the influence that schools can have on strengthening social cohesion, building social capital, and transmitting values and behaviors, has become much better recognized in recent years, as noted in Chapter 2. These considerations are particularly significant for countries where cohesion cannot be taken for granted — e.g. countries in transition or emerging from conflict or divided by ethnic or other rivalries.

The Bank has not dealt much with these issues in the past, and will need to focus more on them in future. Some of the new strategies are leading the way. The MNA strategy, for example, recognizes the particular challenges in that region.

Questions # 9. Is the strategy appropriate for this country at this moment, considering the prevailing political, economic, and social circumstances?

Evidence from many different perspectives, ranging from social development issues to QAG-demonstrated project risk concerns, has underlined the importance of understanding the local conditions that affect when various types of actions are or are not likely to succeed considering political, economic, and other developments.

See Chapters 3 and 7 for a discussion of two ways to help think about this — country categories, and an assessment of the likely impact of proposed actions.

Question # 10. Are the emerging new opportunities being explored and utilized adequately?

The technology revolution and its implications for education, including the unleashing of new possibilities for distance learning, have been discussed in Chapter 1. The risks for Bank teams are (1) not moving soon enough and fully enough to help countries benefit from the new opportunities or (2) moving too far too soon — in the sense of counting on something that is not entirely ready yet or that has more technology sparkle than pedagogical value.

The new strategies will need to tread carefully between those pitfalls. LCR's thinking is the most advanced so far, reflecting the region's lead generally in the area of distance learning.

Question # 11. Are appropriate choices being made in the design and implementation of programs and projects?

The intensified focus that education teams have been giving in the last two years to the quality of the country work they contribute to will need to continue and be deepened in the years ahead. This effort will require particular attention to the issues discussed in Chapters 2 and 5 above, especially the points under "Assessing the Bank's Work in Education".

The country and regional strategies are developing these points further, customizing them to their countries' special needs and problems. Also as noted in Chapter 5, the analyses from QAG and OED, and the reviews that the Network undertakes itself, are adding to and disseminating the growing lessons on what works and what doesn't.

Question # 12. Are partnerships being utilized sufficiently and appropriately?

The points in Chapter 4 cover the chief issues that need to be kept in mind here. The use of partnerships is now well established in the Bank's education work. There will always be room to do better in working closely with a wider range of partners, but the challenges now are the practical details of managing the busy schedules and agendas of multiple parties.

Question # 13. Is the strategy sufficiently and appropriately selective?

See Chapter 7.

Question # 14. Is the strategy sufficiently drawing on pertinent knowledge — from other places and other sectors?

Task teams now have more knowledge to benefit from, and vastly quicker and easier ways of obtaining it, than ever before. Experience from different countries, lessons from previous projects and programs, findings from research studies and much more are available now at the touch of a button. The knowledge management initiatives that the Bank's Education Network has launched, with web-based access to synthesized information and an advisory service for helping staff find answers and information, are looking now at further steps that will continually upgrade the knowledge services that support staff.

It should therefore be regular practice now to inquire, of every country-specific task, whether the relevant knowledge from other countries and sources has been consulted. The new strategies are doing so, much more than previously, with fruitful cross-fertilization of ideas.

Question # 15. Is there sufficient provision for monitoring of progress, including measurable indicators?

Country strategies and tasks that are specific enough define their own targets and monitorable indicators. For example, a proposed pipeline of projects and non-lending services for a given country, with quantitative objectives for what they are to achieve, provides a basis for later judging whether the intended progress has been attained or not. Therefore, the work that country and regional strategies propose should be examined from the perspective of how clear and measurable the indicated goals are.

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As always, outcomes are more important in these endeavors than outputs or inputs. But in education, outcomes are complicated — partly because of the very richness of the education endeavor (e.g. range of views on desired outcomes), partly because of the complex causalities that operate in the learning process (e.g. influence of formal schooling versus home environment), partly because of the lag-time between an educational experience and its outcome (e.g. between an individual's early childhood development and her becoming a parent), and partly because of the inadequacy of instruments called on to measure objects as textured as "knowledge" and "skills". It is therefore inevitable that country and regional strategies should consider outputs, inputs, and process — as well as outcomes. Vigilant attention to these issues will be important as the strategies are articulated further and implemented.

CURRENT AND FUTURE WORLD BANK EDUCATION PROJECTS

- 1 OR MORE CURRENT AND 1 OR MORE FUTURE
- 1 OR MORE CURRENT, NO FUTURE*
- 1 OR MORE FUTURE, NO CURRENT
- NEITHER CURRENT NOR FUTURE
- COUNTRIES NOT ELIGIBLE FOR IDA/IBRD FINANCING

*Barbados and Republic of Korea now "graduated" from IBRD lending.

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Source: OIS Query

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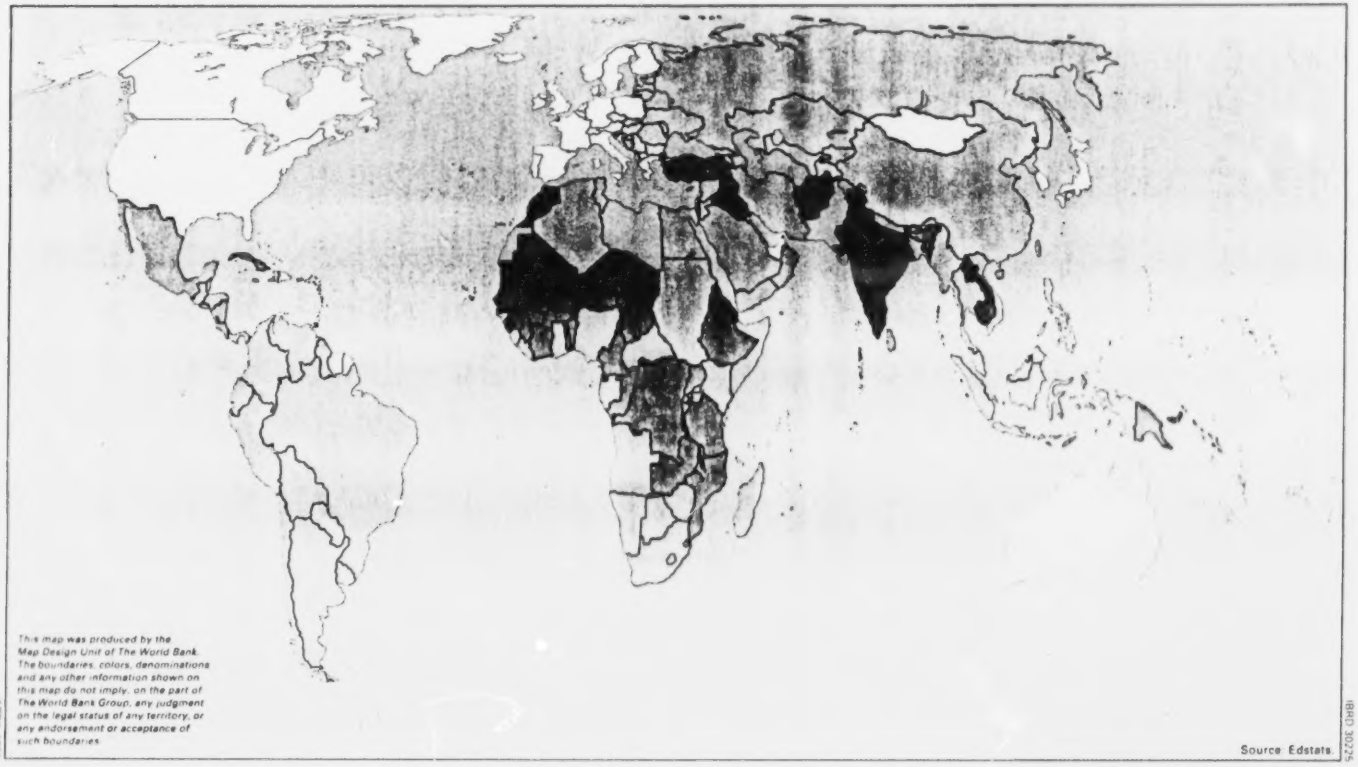
GIRLS' SHARE OF ENROLLMENT, SECONDARY

LESS THAN 45% | 45-55% | GREATER THAN 55% | NO DATA | HIGH INCOME ECONOMIES



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Source: Edstats.

APRIL 1999

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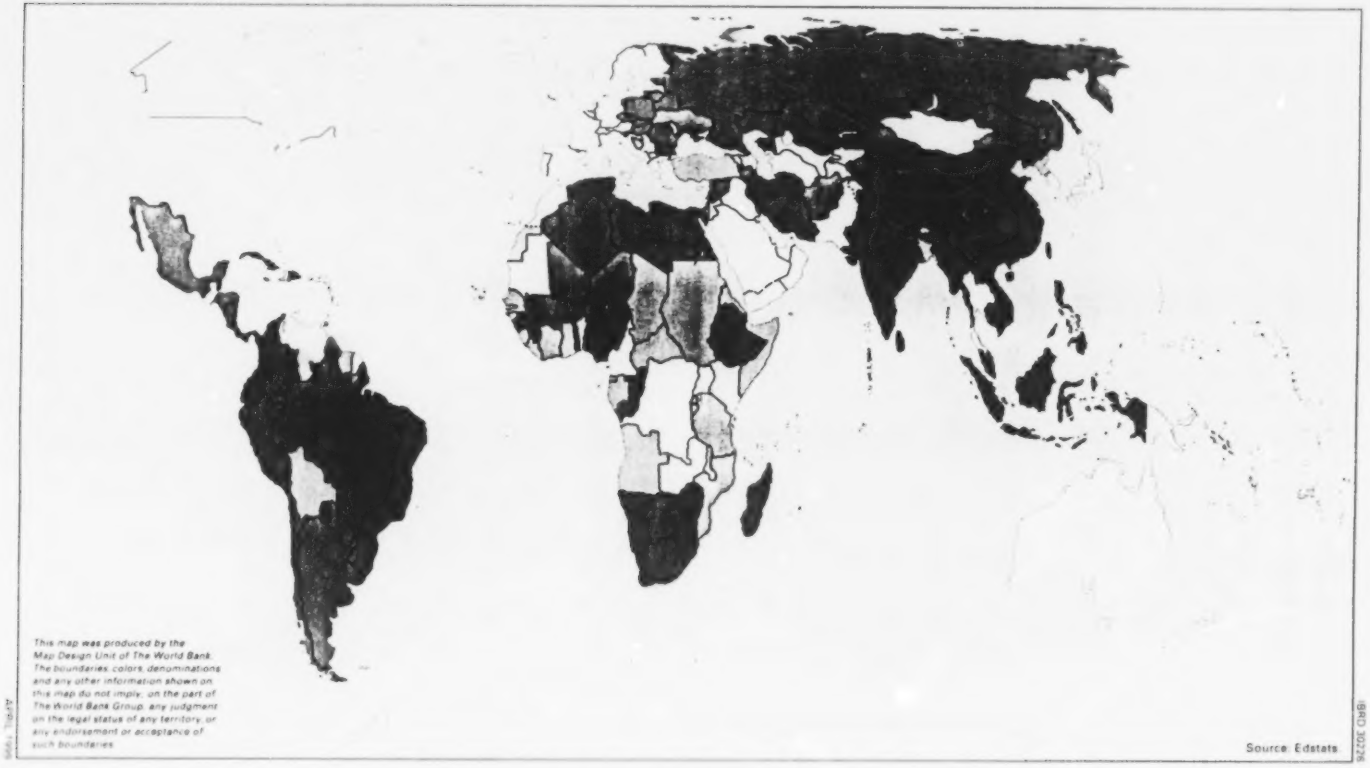
GROSS ENROLLMENT RATIOS: PRIMARY/BASIC EDUCATION*

LESS THAN 50% | 51 - 70% | 71 - 90% | GREATER THAN 90% | NO DATA | HIGH-INCOME ECONOMIES

*Basic enrollment rates apply to ECA countries only



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THE WORLD BY REGIONS

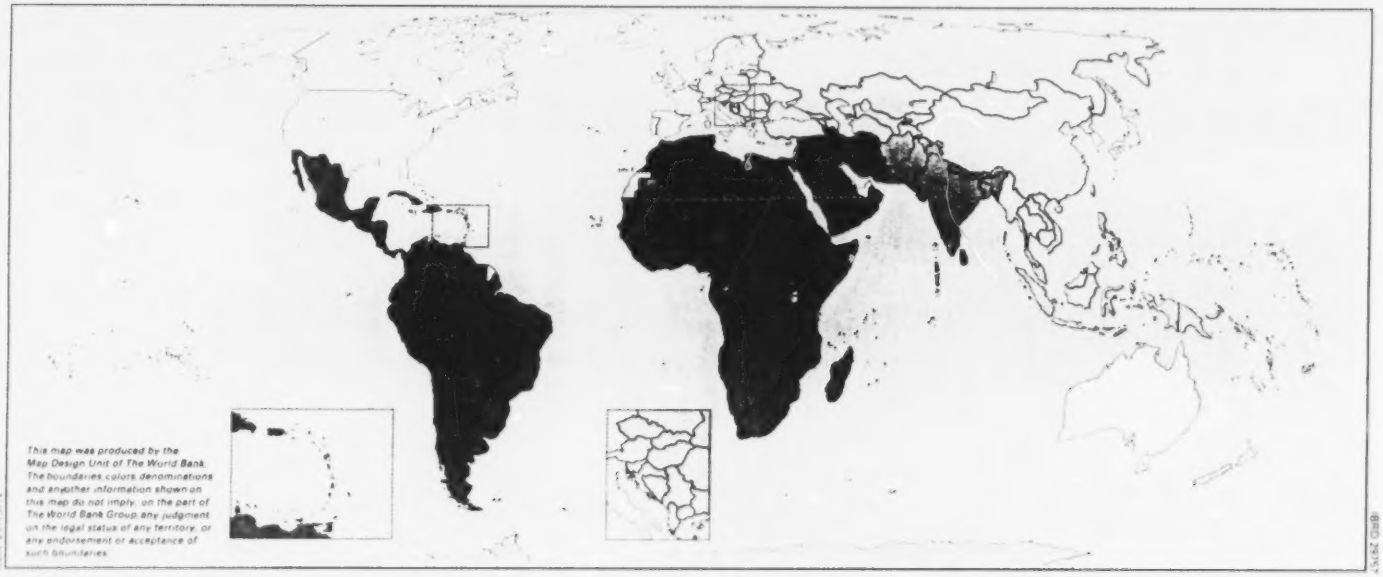
Low- and middle-income economies:

- East Asia and the Pacific
- Europe and Central Asia
- Latin America and the Caribbean
- Middle East and North Africa
- South Asia
- Sub-Saharan Africa

High-income economies:

- OECD
- Other

- No data



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EDUCATION INDICATORS BY REGION AND BY COUNTRY

SUB-SAHARAN AFRICA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1	2	3	4	5	6	7	8
	GNP per capita, Atlas, 1997 US$	Estimated Adult Illiteracy Rate (%)	GER, primary (%)	NER, primary (%)	GER, secondary (%)	NER, secondary (%)	GER, tertiary (%)	Pupils reaching grade 5 (% of cohort)
	1997	1996	1995		1995	1995	1996	1995
Angola	340	--	--	--	--	--	1	--
Benin	380	*66*	73	60	16	--	3	*61*
Botswana	3260	*26*	108	81	63	45	6	90
Burkina Faso	240	*79*	40	*31*	*8*	--	1	*75*
Burundi	180	*55*	51	--	*7*	--	1	--
Cameroon	650	*28*	*89*	--	*27*	--	4	--
Cape Verde	1090	*29*	*131*	--	*27*	*22*	--	--
Central African Republic	320	*58*	--	--	--	--	1	--
Chad	240	--	51	40	9	6	1	59
Comoros	400	*45*	75	*52*	21	--	*1*	--
Congo, Dem. Rep.	110	--	*72*	*54*	*26*	*17*	2	--
Congo, Rep.	660	*23*	114	--	53	--	8	*55*
Côte d'Ivoire	690	*57*	69	53	23	--	5	75
Djibouti	lower-middle income	--	39	32	13	--	0	79
Equatorial Guinea	1050	*20*	--	--	--	--	--	--
Eritrea	210	--	56	31	19	15	1	71
Ethiopia	110	*65*	38	28	12	--	1	*55*
Gabon	4230	--	--	--	--	--	--	*59*
The Gambia	350	*67*	77	65	25	--	2	*80*
Ghana	370	*34*	--	--	--	--	1	--
Guinea	570	--	48	*37*	12	--	1	*54*
Guinea-Bissau	240	*66*	*62*	--	--	--	--	--
Kenya	330	*21*	85	--	24	--	2	--
Lesotho	670	*18*	111	*73*	31	*16*	2	*80*
Liberia	low income	*52*	--	--	--	--	3	--
Madagascar	250	--	92	61	16	--	2	*40*
Malawi	220	*42*	*89*	*68*	17	--	1	--
Mali	260	*65*	41	28	10	--	1	82
Mauritania	450	*62*	75	57	16	--	4	64
Mauritius	3800	*17*	107	96	62	--	7	99
Mozambique	90	*60*	60	40	7	6	1	*46*
Namibia	2220	*20*	133	92	62	36	9	*79*
Niger	200	*86*	29	--	7	--	1	73
Nigeria	260	*40*	*98*	--	*33*	--	--	--
Rwanda	210	*37*	--	--	--	--	1	--
Sao Tome and Principe	270	--	--	--	--	--	--	--
Senegal	550	*65*	64	54	16	--	3	85
Seychelles	6880	--	--	--	--	--	--	100
Sierra Leone	low income	--	--	--	--	--	2	--
Somalia	low income	--	--	--	--	--	2	--
South Africa	3400	*16*	131	--	94	*52*	19	*75*
Sudan	280	*47*	50	--	21	--	4	--
Swaziland	1440	*23*	121	94	53	47	6	*87*
Tanzania	210	*28*	67	48	5	--	1	--
Togo	330	*47*	119	85	27	--	4	--
Uganda	330	*36*	74	--	12	--	2	--
Zambia	380	*25*	89	75	*27*	*17*	3	--
Zimbabwe	750	*9*	114	--	47	--	7	79
Source:	World Bank Operational Manual	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

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SUB-SAHARAN AFRICA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9	10	11	12	13	14	15	16	17
	School life expectancy (years)	Progression to secondary school (%)	Public expenditure on education, % of GNP	Pupil-Teacher ratio, primary	Pupil-Teacher ratio, secondary	Girls as % of total enrolled, primary	Girls as % of total enrolled, secondary	Private enrollment as % of total, primary	Private enrollment as % of total, secondary
	1995	1995	1996	1995	1995	1995	1995	1995	1995
Angola	..	..	..	..	..	..	..	..	..
Benin	..	..	*3.2*	52	34	36	30	5	..
Botswana	11	*84*	10.4	25	18	50	53	4	73
Burkina Faso	3	..	1.5	*51*	*35*	*39*	*34*	*8*	..
Burundi	5	..	3.1	50	..	45	..	1	..
Cameroon	..	..	..	..	*31*	..	*40*	..	..
Cape Verde	9	..	..	*29*	*27*	*49*	*51*	..	..
Central African Republic	..	..	..	..	..	..	..	..	..
Chad	..	..	..	63	37	33	19	8	12
Comoros	..	..	..	52	36	*45*	*44*	9	..
Congo, Dem. Rep.	6	..	..	*45*	..	*41*	*30*	*13*	*12*
Congo, Rep.	..	..	*6.2*	70	33	48	42	2	..
Côte d'Ivoire	..	..	5.0	41	31	42	33	12	..
Djibouti	..	..	..	36	23	42	39	7	*12*
Equatorial Guinea	..	..	..	*55*	*31*	*49*	*35*	*9*	..
Eritrea	4	*80*	1.8	41	39	45	43	13	11
Ethiopia	..	..	4.0	38	32	36	43	8	*9*
Gabon	..	..	*2.8*	51	27	50	49	29	..
The Gambia	5	..	*6.0*	30	..	44	..	..	..
Ghana	..	..	..	..	..	..	..	..	..
Guinea	..	..	..	49	27	34	25	9	..
Guinea-Bissau	..	..	..	..	..	..	..	..	..
Kenya	..	..	6.6	30	15	49	46	..	..
Lesotho	8	*71*	..	*49*	25	*53*	*59*	..	..
Liberia	..	..	..	..	..	..	..	..	..
Madagascar	..	..	..	37	18	49	50	21	..
Malawi	..	*15*	*5.5*	59	47	47	35	*21*	..
Mali	..	..	*2.2*	70	*25*	40	*34*	9	..
Mauritania	..	..	*5.1*	*52*	26	46	34	*0*	*4*
Mauritius	..	..	..	24	21	49	51	24	..
Mozambique	3	..	..	58	38	42	40	..	..
Namibia	12	*74*	9.1	..	..	*50*	54	4	4
Niger	..	..	..	39	27	38	35	3	*13*
Nigeria	..	..	*0.9*	*37*	..	*44*	..	..	..
Rwanda	..	..	..	..	..	..	..	..	..
Sao Tome and Principe	..	..	..	..	..	..	..	..	..
Senegal	..	..	3.5	58	33	44	38	10	..
Seychelles	..	..	..	17	13	49	50	3	2
Sierra Leone	..	..	..	..	..	..	..	..	..
Somalia	..	..	..	..	..	..	..	..	..
South Africa	13	..	7.9	*37*	*28*	49	54	*1*	*2*
Sudan	..	..	..	31	32	45	47	1	*19*
Swaziland	11	*79*	7.3	34	24	49	50	..	..
Tanzania	..	..	..	*37*	18	*49*	44	*0*	*50*
Togo	..	..	4.7	51	34	41	26	29	..
Uganda	..	..	*2.6*	35	18	46	38	9	..
Zambia	7	..	*2.2*	39	..	48	*38*	..	..
Zimbabwe	..	..	8.3	39	26	..	46	88	*85*
Source:	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

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EAST ASIA AND PACIFIC REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1 GNP per capita, Atlas, 1997 US$	2 Adult Illiteracy Rate (%)	3 GER, primary (%)	4 NER, primary (%)	5 GER, secondary (%)	6 NER, secondary (%)	7 GER, tertiary (%)	8 Pupils reaching grade 5 (% of cohort)
	1997	1995	1995	1995	1995	1995	1996	1995
Cambodia	300	35++	126	*78**	27	--	1	*49*
China	860	19	118	98	67	--	6	94
Fiji	2470	9	--	99**	64**	--	13	--
Indonesia	1110	16	*115*	*97*	*48*	*42*	11	*89*
Kiribati	910	--	--	--	--	--	--	89
Lao PDR	400	43**	*109*	*69*	*26*	*18*	3	53~
Malaysia	4680	16	104	*102*	59	--	11	*99*
Mongolia	390	17**	88	80	59	57	17	--
Myanmar	low income	17	121	--	*30*	--	6	--
Papua New Guinea	940	28**	80	--	14	--	3	59~
Philippines	1220	6	114	101	78	60	35	--
Samoa	1150	--	102	97	*63*	45**	5	86
Solomon Islands	900	--	*97*	--	*17*	--	--	*81*
Thailand	2800	6	87	--	54	--	21	--
Tonga	1830	--	--	--	--	--	--	92~
Vanuatu	1310	--	106**	--	20**	--	--	--
Vietnam	320	9	114	91****	47	--	5	--
Source:	World Bank Operational Manual	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

EAST ASIA AND PACIFIC REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9 School life expectancy (years)	10 Progression to secondary school (%)	11 Public expenditure on education, % of GNP	12 Pupil-Teacher ratio, primary	13 Pupil-Teacher ratio, secondary	14 Girls as % of total enrolled, primary	15 Girls as % of total enrolled, secondary	16 Private enrollment as % of total, primary	17 Private enrollment as % of total, secondary general
	1995	1995	1995	1995	1995	1995	1995	1995	1995
Cambodia	--	*53*	*2.9~*	*45*	*18*	*44*	*38*	--	--
China	--	--	2.3	23	16	47	45	--	--
Fiji	--	--	5.4**	--	--	--	--	96**	87**
Indonesia	10	--	1.4	*23*	*14*	*48*	*46*	*18*	*37*
Kiribati	--	--	9.9	27	14	49	54	--	77**
Lao PDR	7	--	2.3	*30*	*13*	*43*	*39*	*2*	*1*
Malaysia	--	--	*5.3*	*20*	19	*49*	51	*0*	5**
Mongolia	7	--	6.0	25	18	50	57	--	--
Myanmar	--	--	*1.2*	48**	*16*	--	*50*	--	--
Papua New Guinea	--	*38*	--	38	27+	45	40	2	3**
Philippines	11	--	2.2	*33*	*36*	--	--	7	31
Samoa	12	--	--	24	19	48	50	13	43
Solomon Islands	--	--	--	*24*	--	*45*	*38*	*11*	17**
Thailand	--	--	4.1	20**	*20*	--	--	12	6**
Tonga	--	--	4.7**	*22*	*18*	*48*	*48*	*7*	80**
Vanuatu	--	--	4.9	31**	19**	--	--	--	--
Vietnam	--	--	*2.6*	34~~	28	--	--	--	--
Source:	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

* Source: World Development Indicators. Washington, DC: World Bank. 1998.

** Source: UNESCO. World Education Report. Paris. 1998.

*** Source: "Cambodia: Poverty and Social Services". Draft. Washington, DC: World Bank. 1998.

**** Source: "Vietnam Educational Financing, Statistical Annex." Washington, DC: World Bank. 1997.

~ Source: UNESCO. Statistical Yearbook. Paris. 1998.

-- Source: USAID. Global Education Database.

+ Source: Department of Education. 1996.

++ Source: SIMA (Statistical Information Management and Analysis, World Bank).

^ Source: Ministry of Education, Youth and Sport, Kingdom of Cambodia, "Education Statistics and Indicators 1997/98". Phnom Penh, Cambodia. 1998.

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EUROPE AND CENTRAL ASIA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1	2	3	4	5	6	7	8
	GNP per capita, Atlas, 1997 US$	Adult Illiteracy Rate (%)	GER, basic (%)	NER, primary (%)	GER, general secondary (%)	NER, secondary (%)	GER, tertiary (%)	Pupils reaching grade 5 (% of cohort)
	1997	1996	1995		1996		1996	1995
Albania	750	..	*88*	..	*29*	..	*5*	*82*
Armenia	530	..	84	..	30	..	12	..
Azerbaijan	510	..	87	..	28	..	*11*	..
Belarus	2150	*1*	94	..	27	..	19	..
Bosnia and Herzegovina	low income	..	..	..	..	..	..	..
Bulgaria	1140	*2*	94	..	31	..	27	..
Croatia	4610	*2*	88	..	19	..	17	*98*
Czech Republic	5200	..	95	..	19	..	17	..
Estonia	3330	..	91	..	44	..	19	*96*
Georgia	840	..	..	..	24	..	..	..
Hungary	4430	*1*	99	..	22	..	23	..
Kazakhstan	1340	..	91	..	25	..	13	..
Kyrgyz Republic	440	..	83	..	*27*	..	13	..
Latvia	2430	*0*	90	..	30	..	23	..
Lithuania	2230	*1*	93	..	39	..	15	..
Macedonia	1090	..	87	..	*18*	..	*11*	95
Malta	upper-middle income	..	..	..	..	..	..	..
Moldova	540	*2*	80	..	19	..	13	..
Poland	3590	*0*	99	..	27	..	20	*98*
Romania	1420	*2*	93	..	20	..	*13*	..
Russian Federation	2740	*1*	91	..	25	..	18	..
Slovak Republic	3700	..	97	..	21	..	17	..
Slovenia	9680	..	97	..	21	..	*25*	..
Tajikistan	330	*1*	*36*	..	22	..	9	..
Turkey	3130	*17*	..	..	..	..	..	*95*
Turkmenistan	630	..	*89*	..	*36*	..	*7*	..
Ukraine	1040	..	44	..	26	..	18	..
Uzbekistan	1010	..	*89*	..	27	..	5	..
Yugoslavia FR (Serbia/Montenegro)	lower-middle income	..	72	..	..	..	17	..
Source:	World Bank Operational Manual	Edstats	Edstats	n/a	Edstats	n/a	Edstats	Edstats

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EUROPE AND CENTRAL ASIA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9	10	11	12	13	14	15	16	17
	School life expectancy (years)	Progression to secondary school (%)	Public expenditure on education, % of GNP	Pupil-Teacher ratio, basic education	Pupil-Teacher ratio, secondary	Girls as % of total enrolled, primary	Girls as % of total enrolled, secondary	Private enrollment as % of total, primary	Private enrollment as % of total, secondary general
	1995		1996	1995	1995	1995	1995	1995	1995
Albania	--	--	3.1	*18*	17	48	53	--	--
Armenia	--	--	*2.6*	10	*6*	*51*	*51*	--	--
Azerbaijan	--	--	3.3	--	*9*	48	51	--	--
Belarus	--	--	6.2	11	--	48	50	--	--
Bosnia and Herzegovina	--	--	--	*24*	--	--	--	--	--
Bulgaria	12	--	3.3	14	*11*	48	53	0	0
Croatia	12	--	3.5	17	15	49	51	0	--
Czech Republic	13	--	5.5	*15*	12	48	51	1	1
Estonia	13	--	*7.0*	12	10	48	53	1	1
Georgia	10	--	--	--	*8*	49	49	--	--
Hungary	13	--	5.0	12	*10*	48	52	3	3
Kazakhstan	--	--	--	11	*10*	49	51	0	--
Kyrgyz Republic	--	--	5.4	*11*	13	49	52	0	0
Latvia	11	--	6.5	10	*8*	48	52	1	0
Lithuania	--	--	5.5	11	*10*	48	52	0	0
Macedonia	10	--	*6.2*	20	*17*	48	61	--	--
Malta	--	--	--	--	--	--	--	--	
Moldova	--	--	10.0	13	--	49	51	0	--
Poland	13	--	5.4	16	22	48	66	1	1
Romania	11	--	3.5	15	*12*	49	53	--	0
Russian Federation	--	--	3.7	12	*12*	*49*	*52*	--	--
Slovak Republic	--	--	4.9	*17*	*13*	49	49	*4*	--
Slovenia	--	--	5.8	14	--	--	--	--	--
Tajikistan	--	--	--	--	*6*	*49*	*46*	--	--
Turkey	10	--	--	--	*26*	*47*	*40*	*1*	*2*
Turkmenistan	--	--	2.0	--	--	--	--	--	--
Ukraine	--	--	--	--	*11*	*49*	*51*	--	--
Uzbekistan	--	--	7.4	--	*9*	*49*	*48*	--	--
Yugoslavia FR (Serbia/Montenegro)	--	--	--	18	*14*	49	51	--	--
Source:	Edstats	n/a	Edstats	TransMONEE*	Edstats	Edstats	Edstats	Edstats	Edstats

*TransMONEE Database, UNICEF-ICDC, Florence, Italy

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LATIN AMERICA AND CARIBBEAN REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1	2	3	4	5	6	7	8
	GNP per capita, Atlas, 1997 US$	Adult Illiteracy Rate (%)	GER, primary (%)	NER, primary (%)	GER, secondary (%)	NER, secondary (%)	GER, tertiary (%)	Pupils reaching grade 5 (% of cohort)
	1997	1996	1995	1995	1995	1995	1996	1995
Antigua and Barbuda	7380	..	..	..	..	..	..	..
Argentina	8770	*3*	113	..	73	..	42	..
Barbados	upper-middle income	..	..	..	..	..	*29*	..
Belize	2740	..	*121*	*99*	*49*	..	1	*70*
Bolivia	950	*16*	..	..	..	..	24	..
Brazil	4720	*16*	118	*90*	*45*	*20*	12	*71*
Chile	5020	*5*	99	86	70	55	30	100
Colombia	2280	*8*	109	81	61	50	19	73
Costa Rica	2640	*5*	103	88	48	43	33	88
Cuba	lower-middle income	*4*	105	99	80	*59*	12	*100*
Dominica	3120	..	..	..	..	..	..	..
Dominican Republic	1670	*17*	*103*	*81*	*41*	*22*	23	..
Ecuador	1590	*9*	123	94	*50*	..	26	85
El Salvador	1810	*23*	88	78	34	21	17	77
Grenada	3000	..	..	..	..	..	..	..
Guatemala	1500	*33*	88	..	26	..	8	50
Guyana	800	*2*	95	*90*	75	..	10	..
Haiti	330	*54*	..	..	..	..	1	..
Honduras	700	*29*	*111*	*90*	*32*	..	11	*60*
Jamaica	1560	*14*	102	..	..	..	8	..
Mexico	3680	*10*	115	101	61	51	16	*86*
Nicaragua	410	*37*	103	78	44	*27*	13	*54*
Panama	3080	*9*	104	..	68	..	32	..
Paraguay	2010	*8*	111	*89*	40	*33*	11	*71*
Peru	2460	*11*	123	91	70	53	31	..
Puerto Rico	upper-middle income	*?*	..	..	..	..	48	..
St. Kitts and Nevis	6160	..	..	..	..	..	..	..
St. Lucia	3620	..	..	..	..	..	..	..
St. Vincent and the Grenadines	2500	..	..	..	..	..	..	..
Suriname	1240	..	..	..	..	..	..	..
Trinidad and Tobago	4230	*2*	98	90	74	..	8	*86*
Uruguay	6020	*3*	108	93	82	..	29	98
Venezuela	3450	*8*	90	82	35	19	25	89
Source:	World Bank Operational Manual	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

LATIN AMERICA AND CARIBBEAN REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9	10	11	12	13	14	15	16	17
	School life expectancy (years)	Progression to secondary school (%)	Public expenditure on education, % of GNP	Pupil-Teacher ratio, primary	Pupil-Teacher ratio, secondary	Girls as % of total enrolled, primary	Girls as % of total enrolled, secondary	Private enrollment as % of total, primary	Private enrollment as % of total, secondary
	1995	1995	1995	1995	1995	1995	1995	1995	1995
Antigua and Barbuda	..	..	..	..	..	..	..	..	..
Argentina	..	..	3.3	*18*	..	..	..	*21*	..
Barbados	..	..	*7.2*	..	..	..	..	..	..
Belize	11	..	5.3	*26*	*14*	*48*	*52*	..	..
Bolivia	..	..	6.6	..	..	..	..	..	..
Brazil	11	..	5.5	*23*	..	..	..	*12*	..
Chile	12	*55*	3.0	26	..	49	54	41	25
Colombia	11	..	4.0	25	*22*	49	..	18	*30*
Costa Rica	10	*67*	4.6	31	21	49	52	5	8
Cuba	11	*95*	..	12	10	48	53	..	..
Dominica	..	*77*	..	*20*	..	*50*	*51*	*5*	..
Dominican Republic	11	*87*	1.9	*35*	*22*	*50*	*57*	*22*	*30*
Ecuador	..	..	3.4	26	..	49	*49*	20	..
El Salvador	10	..	2.2	28	..	49	*48*	15	..
Grenada	..	..	..	..	..	..	..	..	..
Guatemala	..	..	1.7	34	..	46	..	17	..
Guyana	10	..	4.3	30	29	49	51	..	..
Haiti	..	..	..	..	..	..	..	..	..
Honduras	..	..	3.6	*35*	..	*50*	..	*5*	..
Jamaica	11	..	6.4	..	..	..	..	..	..
Mexico	..	..	4.9	28	17	48	48	6	*10*
Nicaragua	9	..	3.7	38	37	50	54	15	..
Panama	..	..	*4.6*	..	..	..	..	..	..
Paraguay	9	*87*	3.4	*24*	*12*	*45*	*51*	*13*	*22*
Peru	12	..	*3.9*	28	19	49	48	12	16
Puerto Rico	..	..	..	..	..	..	..	..	..
St. Kitts and Nevis	..	..	3.7	..	..	..			
St. Lucia	..	..	*9.8*	27	..	49	..	..	..
St. Vincent and the Grenadines	..	..	..	*20*	*25*	*49*	*56*	*3*	..
Suriname	..	..	..	..	..	..	*57*	..	..
Trinidad and Tobago	11	..	*4.4*	25	21	49	51	..	..
Uruguay	..	*96*	2.8	20	..	49	55	16	..
Venezuela	11	..	*5.2*	..	..	50	..	18	..
Source:	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

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MIDDLE EAST AND NORTH AFRICA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1	2	3	4	5	6	7	8
	GNP per capita, Atlas, 1997 US$	Estimated Adult Illiteracy Rate (%)	GER, primary (%)	NER, primary (%)	GER, secondary (%)	NER, secondary (%)	GER, tertiary (%)	Pupils reaching grade 5 (% of cohort)
	1997	1996	1995	1996	1996	1996	1996	1995
Algeria	1490	*40*	107	94	63	56	13	94
Bahrain	upper-middle income	*14*	108	98	*97*	*84*	19	*99*
Egypt, Arab Republic	1180	*47*	100	93	75	68	23	..
Iran, Islamic Republic	1780	*27*	101	90	77	69	17	*90*
Iraq	lower-middle income	..	85	*76*	*42*	..	11	..
Jordan	1570	*13*	..	..	..	..	..	..
Lebanon	3350	*16*	109	76	81	..	*28*	..
Libya	upper-middle income	*24*	*111*	..	..	..	*29*	..
Morocco	1250	*54*	84	74	39	..	11	*78*
Oman	upper-middle income	*33*	79	69	66	..	6	96
Saudi Arabia	upper middle-income	*27*	78	61	61	42	16	89
Syrian Arab Republic	1150	*28*	101	91	43	38	15	94
Tunisia	2090	*33*	117	98	65	..	14	91
West Bank	lower-middle income	..	..	..	..	..	..	..
Yemen, Republic	270	*58*	*80*	..	34	..	4	..
Source:	World Bank Operational Manual	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

MIDDLE EAST AND NORTH AFRICA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9	10	11	12	13	14	15	16	17
	School life expectancy (years)	Progression to secondary school (%)	Public expenditure on education, % of GNP	Pupil-Teacher ratio, primary	Pupil-Teacher ratio, secondary	Girls as % of total enrolled, primary	Girls as % of total enrolled, secondary	Private enrollment as % of total, primary	Private enrollment as % of total, secondary
	1995	1995	1995	1996	1995	1996	1995	1996	1996
Algeria	11	*80*	5.8	27	17	46	47.1	..	..
Bahrain	13	..	4.8	..	*21*	49	53.5	17	13
Egypt, Arab Republic	10	..	4.8	23	18	45	46.1	7	3
Iran, Islamic Republic	..	*94*	4.0	31	*32*	47	*45.4*	3	..
Iraq	8	..	..	*20*	*20*	*45*	39.1	..	..
Jordan	..	..	8.7	*21*	*17*	*49*	50.3	*25*	*9*
Lebanon	..	..	2.6	..	..	32	52	..	..
Libya	..	..	..	..	..	..	..	..	..
Morocco	..	..	5.9	28	16	42	42	4	..
Oman	9	*94*	4.4	*26*	17	48	48	4	1
Saudi Arabia	9	..	5.5	13	13	48	46	6	4
Syrian Arab Republic	9	..	3.3	23	16	47	45	4	5
Tunisia	..	*62*	6.8	24	19	47	47	1	..
West Bank	..	..	..	..	..	..	*46*	..	..
Yemen, Republic	..	..	*6.1*	30	..	28	*21*	..	..
Source:	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats	Edstats

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SOUTH ASIA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	1 GNP per capita, Atlas, 1997 US$	2 Adult Illiteracy Rate (%)	3 GER, primary (%)	4 NER, primary (%)	5 GER, secondary (%)	6 NER, secondary (%)	7 GER, tertiary (%)	8 Pupils reaching grade 5 (% of cohort)
	1997	1996	1995	1995	1995		1996	1995
Afghanistan	low income	*67*	49	*29*	22	--	2	--
Bangladesh	270	*61*	--	--	--	--	6	--
Bhutan	400	--	--	--	--	--	0	*82*
India	390	*47*	100	--	49	--	7	*59*
Maldives	1150	*4*	132	--	*49*	--	--	--
Nepal	210	*62*	*109*	--	*38*	--	5	--
Pakistan	490	*59*	*74*	--	--	--	3	--
Sri Lanka	800	*9*	113	--	75	--	5	83
Source:	World Bank Operational Manual	Edstats	Edstats	Edstats	Edstats	n/a	Edstats	Edstats

SOUTH ASIA REGION

Data in *red italics* refer to the most recent data within two years of the indicated year.

	9 School life expectancy (years)	10 Progression to secondary school (%)	11 Public expenditure on education, % of GNP	12 Pupil-Teacher ratio, primary	13 Pupil-Teacher ratio, secondary	14 Girls as % of total enrolled, primary	15 Girls as % of total enrolled, secondary	16 Private enrollment as % of total, primary	17 Private enrollment as % of total, secondary
		1995	1996	1995	1995	1995	1995	1995	1995
Afghanistan	--	--	--	*49*	*28*	*25*	25	--	--
Bangladesh	--	--	3	--	--	--	--	--	--
Bhutan	--	*76*	--	*31*	--	*43*	*38*	--	--
India	--	--	*3*	*64*	25	*43*	38	--	--
Maldives	--	--	*6*	--	--	*49*	*50*	--	--
Nepal	--	--	3	--	--	--	--	--	--
Pakistan	--	--	3	--	--	--	--	--	--
Sri Lanka	--	--	3	28	22	48	51	2	*2*
Source:	Edstats	Edstats	Edstats	Edstats	Edstats	n/a	Edstats	Edstats	Edstats

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EDUCATION LENDING BY REGION BY COUNTRY

SUB-SAHARAN AFRICA REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT	
		IDA + IBRD (US$ million)	IDA Share (%)
Angola	31	27	100
Benin	23	18	100
Burkina Faso	86	50	100
Cameroon	6	5	100
Cape Verde	14	12	100
Chad	15	7	100
Comoros	8	7	100
Côte d'Ivoire	83	53	100
Ethiopia	100	100	100
The Gambia	51	20	100
Ghana	223	115	100
Guinea	71	53	100
Guinea-Bissau	19	14	100
Kenya	96	82	100
Lesotho	101	46	100
Madagascar	70	65	100
Malawi	80	71	100
Mali	23	13	100
Mauritius	105	36	0
Mozambique	196	173	100
Niger	76	17	100
Nigeria	217	128	100
Rwanda	28	23	100
Senegal	122	79	100
Somalia	33	26	100
Tanzania	24	21	100
Togo	37	37	100
Uganda	259	133	100
Zambia	60	40	100

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EAST ASIA AND PACIFIC REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT IDA + IBRD (US$ million)	IDA Share (%)
China	1724	876	76
Indonesia	1907	1217	3
Korea	325	190	0
Lao, PDR	38	19	100
Malaysia	1130	355	0
Papua New Guinea	51	35	0
Philippines	611	149	24
Solomon Islands	17	17	100
Thailand	454	257	0
Vanuatu	18	8	100
Vietnam	184	153	100

EUROPE AND CENTRAL ASIA REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT IDA + IBRD (US$ million)	IDA Share (%)
Albania	10	10	100
Armenia	24	15	100
Bosnia and Herzegovina	12	11	100
Hungary	305	186	0
Latvia	40	31	0
Macedonia, FYR	13	5	100
Moldova	20	17	0
Romania	288	170	0
Russian Federation	97	71	0
Tajikistan	6	5	100
Turkey	2692	3900	0

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LATIN AMERICA AND CARIBBEAN REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT IDA + IBRD (US$ million)	IDA Share (%)
Argentina	930	590	0
Barbados	58	18	0
Belize	13	7	0
Bolivia	419	166	100
Brazil	2195	1065	0
Chile	705	350	0
Colombia	250	142	0
Costa Rica	62	23	0
Dominica	6	6	50
Dominican Republic	130	52	0
Ecuador	119	89	0
El Salvador	215	180	0
Grenada	8	8	50
Guatemala	115	63	0
Guyana	19	17	100
Honduras	53	30	100
Jamaica	78	61	0
Mexico	2493	1504	0
Nicaragua	39	34	100
Panama	58	35	0
Paraguay	41	25	0
Peru	299	1460	0
St. Lucia	13	7	49
Trinidad and Tobago	85	51	0
Uruguay	85	60	0
Venezuela	279	147	0

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MIDDLE EAST AND NORTH AFRICA REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT IDA + IBRD (US$ million)	IDA Share (%)
Algeria	64	40	0
Egypt, Arab Republic	1197	211	86
Jordan	190	60	0
Lebanon	69	63	0
Morocco	408	222	0
Oman	28	14	0
Tunisia	438	313	0
Yemen, Republic	180	96	100

SOUTH ASIA REGION: active projects under supervision (May 1999)

Country	Project Cost (US$ million)	WORLD BANK LOAN AMOUNT IDA + IBRD (US$ million)	IDA Share (%)
Bangladesh	873	229	100
Bhutan	21	14	100
India	2078	1649	98
Maldives	18	13	100
Nepal	241	75	100
Pakistan	11386	756	100
Sri Lanka	163	134	100

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SUMMARY OF INTERNATIONAL INITIATIVES

Country	Early Child Development	International School Health	Girls' Education	Primary Education in Africa	Private Investment Exchange	Achievement Monitoring
AFR		19 countries				
Angola	ESW		✓	✓		
Benin			✓			
Burkina Faso	Interest		✓✓	✓	Probable	
Cameroon			✓			
Cape Verde	ESW					
Chad			✓✓	✓		
Côte d'Ivoire	Interest		✓✓		Certain	
Djibouti				✓		
Eritrea			✓	✓		
Ethiopia	CAS, Future		✓✓	✓	Probable	
Gabon	ESW					
The Gambia					Certain	
Ghana	Interest		✓✓		Probable	
Guinea	Interest	✓	✓✓	✓		
Guinea-Bissau	Interest			✓		
Liberia				✓		
Kenya	Ongoing, CAS					
Madagascar	ESW	✓				
Malawi	Interest	✓	✓			
Mali	Interest	✓	✓✓	✓		
Mauritania		✓			Certain	
Mauritius	CAS					
Mozambique	ESW		✓	✓		
Niger			✓✓	✓		
Nigeria	Ongoing, Interest		✓			
Rwanda	ESW			✓		
Senegal	Interest	✓	✓	✓	Certain	
Sierra Leone			✓	✓		
Somalia				✓		
South Africa	ESW					TIMSS, TIMSS-R
Tanzania	Interest					
Togo			✓			
Uganda	Ongoing, CAS		✓✓			
Zambia	ESW	✓	✓			
Zimbabwe	Interest					
EAP						
China	Future					
Indonesia	Ongoing					TIMSS, TIMSS-R
Korea						TIMSS, TIMSS-R
Lao PDR			✓			TIMSS, TIMSS-R
Malaysia						TIMSS-R
Papua New Guinea			✓✓			
Philippines						TIMSS, TIMSS-R
Samoa	Future					
Thailand						TIMSS, TIMSS-R
Vietnam					Probable	

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Country	Early Child Development	International School Health	Girls' Education	Primary Education in Africa	Private Investment Exchange	Achievement Monitoring
ECA						
Albania						TIMSS-R
Bulgaria						TIMSS-R
Czech Republic						TIMSS, TIMSS-R
Hungary						TIMSS, TIMSS-R
Latvia						TIMSS, TIMSS-R
Lithuania						TIMSS, TIMSS-R
Macedonia, FYR						TIMSS-R
Moldova						TIMSS-R
Poland						IALS
Romania						TIMSS, TIMSS-R
Russian Federation						TIMSS, TIMSS-R
Slovak Republic						TIMSS, TIMSS-R
Slovenia						TIMSS, TIMSS-R
Turkey			✓			TIMSS-R
LCR		8 countries				
Bolivia	Ongoing		✓			
Brazil	ESW, Future				Probable	
Chile						TIMSS-R
Colombia	Ongoing				Probable	TIMSS
Guatemala			✓✓			
Jamaica	Future					TIMSS
Mexico	Ongoing, Future				Probable	TIMSS, TIMSS-R
MNA						TIMSS-R
Iran, Islamic Republic						TIMSS-R
Jordan						TIMSS-R
Morocco			✓✓			
Tunisia	Future					
Yemen, Republic	Future		✓✓			
SAR						
Bangladesh	Future		✓			
India	Ongoing, Future		✓		Probable	
Nepal			✓✓			
Pakistan			✓✓		Probable	

Early Child Development: The Bank will put its efforts into building up ECD services, through supervising **ongoing** projects, bringing **future** projects to implementation, exploring government **interest** in ECD, undertaking **ESW** on ECD and including ECD in **CASs**.

International School Health Initiative: The Bank, in partnership with a number of agencies, will provide clients with access to expert advice, examples of good practice, and practical toolkits, as well as assisting task teams to prepare school health components in 19 countries in AFR and 8 in LCR.

Girls' Education: The Bank, with its partners, will target its efforts on improving basic education for girls in the 31 countries where girls' enrollment rates lag significantly behind boys' rates, with special emphasis on 15 countries (✓✓).

Primary Education in Africa (through the United Nations Special Initiative in Africa): The Bank, using Norwegian Trust Fund resources, will promote reform in 16 of the African countries where education attainment is well below the level required to achieve sustainable economic growth and poverty reduction.

Private Investment Exchange: The Bank is initially targeting several countries, mainly in West Africa, to assist the government create an enabling framework for private sector development in education.

Achievement Monitoring: In-country capacity for monitoring learning achievement has been, or is being, built up through both the OECD's International Adult Literacy Survey and the IEA's Third International Mathematics and Science Survey (TIMSS in 1995 and TIMSS-Repeat in 1998-99).

SUMMARY OF REGIONAL STRATEGIES

	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
AFR	Africa continues to face daunting challenges: poverty remains pervasive, economies function at the periphery of the global economy, armed conflicts disrupt civil society, population growth remains higher than in any other region while the AIDS epidemic is growing faster than elsewhere in the world. Access to basic education remains insufficient to sustain economic growth and social development. Only 9 countries have achieved primary gross enrollment rates of 100% or more, and the education opportunities that are available are unequally distributed, with girls and poor people in rural areas at a particular disadvantage. Moreover, the environment for effective learning often does not exist and many students drop out early. The educational disadvantage of the region is further exacerbated by low quality of instruction in post-basic institutions. As a result, many people still have little or no education, too few have the skills most demanded in the labor market, and the region is increasingly isolated from the global knowledge generation networks. Constraints on public resources make it difficult for many countries to address these challenges. External assistance has been fragmented and often more responsive to donor agendas than to national system needs.	Increasing the average level of education attainment of the population through broad based investment in basic education, developing the technical and vocational skills of the labor force and preparing selected students for scientific and technological careers are the central education development challenges in SSA. To accelerate progress in this direction, a radical shift needs to occur in the way education is financed and managed in the region and as far as priorities, scale, speed and implementation mechanisms are concerned. Most importantly, SSA countries will need to replace donor driven partial investment programs with sector-wide investment programs reflecting nationally defined, system-wide priorities that are locally developed and enlightened by international knowledge and experience instead of international solutions customized to local conditions.	While Bank lending represents only about 20-25% of all external education finance, it has considerable influence on policy discussions and aid priorities. Education lending to SSA declined in the mid-90s, reflecting the turmoil in some of the larger countries, the reluctance of other countries to adopt reforms and delays in adjusting lending practices and priorities in responding more effectively to the region's evolving needs. Implementation ratings of Bank-supported projects in SSA are lower than those for other regions: Bank education lending in the past has not been as effective as it could have been. In recent years, the AFR Region has taken steps to address these challenges. New staff have been recruited, the country focus of lending has sharpened, the lending volume for FY98-99 increased, collaboration with other donors has improved, regional management has explicitly stated its readiness to lend for all education subsectors and borrowers are encouraged to take responsibility for sector analysis and project development. This is expected to accelerate a shift from investment operations focused on input delivery with loose linkages to a sectoral policy framework and narrow national ownership to objective driven national sector development programs.	An action program designed to increase the Bank's effectiveness will focus on the following objectives: 1) encouraging borrowers to take full responsibility for sector analysis, project development and implementation; 2) emphasizing country capacity development; 3) enhancing the impact of sector work and dialogue; 4) developing a high-quality expanded lending program; 5) developing high-quality staff expertise and 6) strengthening partnerships. Central to the success will be the region's ability to (i) strengthen its knowledge base in key areas such as early childhood education, distance education, strategies for quality improvement and capacity building, literacy and adult education and secondary math and science; (ii) apply new and existing knowledge effectively to the design and implementation of new operations; and (iii) take advantage of the new flexible lending instruments to promote reform and innovation.

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	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
EAP	Rapid educational development in Asia provides no justification for complacency. The recent financial crisis highlights the fact that major challenges remain with regard to the quality and relevance of education, teachers and teaching conditions, participation and equity, and resource mobilization. These issues are especially difficult to tackle in countries experiencing radical political and economic transition.	Recognizing that education is key to helping people build productive lives and cohesive societies, the objectives are to: ■ get all the children into school and deliver a high quality basic education; ■ educate teachers and equip them with the tools and resources to be effective; ■ promote universal literacy; ■ create a strong university sector with world class teaching, learning, and research; ■ build a flexible and responsive vocational education and training system.	The values that underpin how the Bank will go about helping clients are: ■ equity - making education open to all regardless of income, location, gender or ethnicity; ■ efficiency - ensuring public and private resources are used wisely and effectively; ■ partnership - working with governments, communities, civil society and other donors to maximize impact; ■ responsiveness - putting the client at the center of our business.	The Bank needs to take the following steps to address the needs of its clients: ■ create a focus on school quality in our research and dialogue with clients; ■ support regional initiatives to improve investment strategies, indicators, and assessment; ■ develop diversified strategies for countries at various levels of income and educational development; ■ leverage experience, people and funding from within the region; ■ provide critical analytical and financial support during periods of crisis and transition; ■ renew the basis for high quality lending with more and better sector work; ■ build bridges to non-borrowing members through dialogue and sector work; ■ seek co-financing arrangements to make IBRD funding more attractive. The Bank seeks support for these actions in work program agreements with country directors, budget requests from the vice-presidency, and trust fund applications.

	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
ECA	Educational "quality" for centrally planned economies and closed societies is not "quality" for market economies and open societies. The sector squanders inputs: space, labor, energy. Education systems are unaffordable either now as currently structured, or even if restructured, in the future as teacher salaries adjust. Governance and accountabilities are problematic: accountability systems of the era of party and command-and-control economies are no longer valid, and more appropriate accountability systems are poorly developed. Emergent governance structures are ad hoc (functions missing or allocated to wrong levels; responsibilities and resources misaligned). The sector does not see educational equity as its responsibility, but human capital increasingly determines wages in ECA. There is evidence of emerging differences in individuals, learning achievements, and ECA is undergoing social and economic changes that will further exacerbate these differences.	■ Realign education systems to respond to demands of market economies and open societies. ■ Get higher value for education system by spending money smarter. ■ Secure sector's fiscal sustainability. ■ Strengthen sector's governance and accountabilities. ■ Prevent significant inequities in learning from developing countries.	■ Bring international experience to policy dialogues about quality, efficiency, sustainability, governance and accountability, inequity. ■ Focus on policy reform, rules of the game, incentives, systems, policy-relevant information. ■ Lend to support policy reforms and required alignments. ■ Get smart about the stakeholder interests that major reforms mobilize. ■ Work with partners, use regional or sub-regional non-lending services to lay groundwork for country-specific reforms. ■ Integrate efficiency and sustainability reforms with public sector management, budgeting, and taxation reforms; and public expenditure reviews.	■ Nature of strategy puts premium on quality, sustained commitment: strategy is less about building schools than about changing concepts, expectations, rules of the game, incentives, capacities. ■ Focus on quality: adjusting skill mix and numbers of staff; constructing strong core team for each country; using QAG criteria to assess projects under preparation; starting thematic reviews by external panels. ■ Sustain commitment to reforming / strengthening systems: exploiting possibilities of LILs and APLs; minimizing staff discontinuities; exploiting complementarities between partners and Bank.

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	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
LCR	Education is a priority for all countries of the LCR region. The Summit of the Americas in 1998 outlined educational goals to be achieved in the next 12 years. However, most countries will not meet such goals with current efforts. Despite recent educational achievements in access to education, inequalities persist, and the quality of education is unsatisfactory. LCR educational performance lags far behind that of its competitors in the global economy. School curricula have lost relevance to the changing social and economic context, and overall sector management is often inefficient and lacking accountability.	The Bank's comprehensive and systemic approach to confronting the education challenge and supporting the regional education agenda comprises a set of mutually reinforcing strategic priorities. The priorities are: ■ strengthen the teaching and learning process to improve educational outcomes; ■ expand coverage of quality education to underserved populations; ■ expand access to secondary education and increase its relevance to the global economy; ■ promote higher education reform, encouraging diversification of services and the involvement of the private sector; ■ support institutional and organizational reform and build capacity for education sector management at all levels from the school to the ministry of education; and ■ promote strategic and cost-effective applications of technology in education.	To realize its objectives, the Bank will: ■ promote active learning and support teacher development; ■ design targeted interventions, especially at the preschool level; ■ support curriculum reforms and alternative approaches to increasing access at the secondary level; ■ support student loan financing and management and finance reforms in higher education; ■ support school autonomy and school governance reforms to improve accountability; and ■ support pilots in educational technology.	The Bank has adopted new, decentralized forms of operation and flexible lending instruments that will support effective responses to LCR client needs in addressing educational objectives. The Bank will conduct staffing with attention to developing an appropriate skill base, increase the use of new lending instruments (including LIL and APL) that improve responsiveness to clients; tailor solutions to country circumstances through the use of social and beneficiary assessments and stakeholder participation; facilitate global knowledge for local solutions through knowledge management; and cultivate learning partnerships with clients on cutting-edge issues.

	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
MNA	Strong public investment in education. Near universal coverage of primary and lower secondary (basic) education, strong demand for upper secondary and tertiary education, but pockets of low coverage (e.g., girls and rural children in Yemen, Egypt, and Morocco) and high dropout for girls age 12-17. Stable school-age populations projected for all but Yemen, Iraq, West Bank Gaza and Jordan. High educated unemployment and widespread expectations for public sector work. Minimal private sector participation (except for Lebanon, Jordan). Multiple quality issues including emphasis on rote learning; lack of relevance of much secondary (including vocational training) and tertiary education for requirements of market economy; high levels of internal inefficiency. Lack of information regarding performance.	Emphasize "learning to learn" and reach internationally competitive performance standards. ■ Improve system effectiveness in building human capital and engendering social cohesion. ■ Ensure universal completion of compulsory education of good quality. ■ At post-compulsory levels, reduce gender and other social gaps in participation. ■ Increase country-level information on education and the effects of reform; maintain a sustainable financial foundation for education.	■ Help to develop comprehensive policy frameworks for long-term program support. ■ Provide supportive advice and high-quality non-lending services. ■ Use more flexible lending instruments for program support. ■ Facilitate greater public-private partnerships and non-public participation in financing and providing education. ■ Serve as a catalyst of dialogue between ministries and a coordinator of donor efforts. ■ Use evaluation research programs to learn from experience in partnership with clients. ■ Focus on capacity building for planning, analysis and management during project implementation.	■ Ensure a priori reforms in place, and train counterparts in identification of priorities. ■ Make trade-offs with comprehensive ESW. ■ Allocate more resources to supervision; staff Mashreq missions with Arabic speakers. ■ Continue/open dialogue with Syria and Iran.

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	Diagnosis	Bank-supported Objectives	Bank Means	Implications for Bank
SAR	Half of the world's poor and half of the world's illiterate adults live in South Asia. Enrollments have increased over the last decade, especially in primary education, but India and Pakistan still account for 30 percent of the world's primary-aged children who are out of school. Girls remain disproportionately left out. Completion rates and learning achievements are low, reflecting low quality of education and inefficient use of public resources at all levels of the education system. Institutional capacity is weak.	The Bank supports the priority of all the South Asian governments: basic education, i.e., increasing enrollments, completion rates and learning achievements. The Bank also supports several governments in the region in articulating a vision for the overall education sector and addressing system-wide issues of management and resource allocation.	First, the Bank will continue its emphasis of lending and non-lending services on basic education, with the focus on quality, equity of access and efficiency; second, the Bank is starting a major effort of non-lending services to assist governments to articulate a long-term sector-wide vision; third, the Bank is working with governments in the region to initiate reforms of higher education, starting with sector work and policy dialogue; and fourth, related to improving basic education, the Bank is assisting countries to improve secondary education, particularly access for girls, and non-formal education for young adults to provide them with a second chance to acquire basic skills.	The Bank will continue to strengthen its client focus through more field-based operational staff, supported by technical expertise and cross-country knowledge from headquarters. Given the scale of the task and the need for a coherent approach within each country, the Bank will continue its emphasis on cooperation with other donors in lending and non-lending services.

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ANNEX eight

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For more information:
Education Advisory Service
1818 H St NW
Washington, DC 20433
eservice@worldbank.org
http://www.worldbank.org/education

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